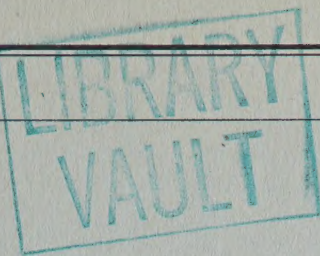


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Vol 7

McNally

Commission



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# The Province of Alberta

## THE ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT OF EDMONTON AND CALGARY

DR. G. FRED McNALLY,  
(Chairman)

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(Commission Counsel)

DR. H. B. MAYO  
(Consulting Economist)

Wm. McGRUTHER, Esq.  
(Commission Secretary)

### PROCEEDINGS

DATE October 20th, 1954.

VOLUME 7

The Court House

EDMONTON - ALBERTA

SUPREME COURT REPORTERS, EDMONTON







I N D E X

V O L U M E 7

20th October, A.D. 1954

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The purpose of this study is to investigate the effects of various factors on the growth of plants. The study was conducted in a controlled environment over a period of six weeks. The factors studied were light intensity, water availability, and soil pH. The results show that light intensity has a significant positive effect on plant growth, while water availability and soil pH have less pronounced effects. The study also found that the combination of high light intensity and high water availability resulted in the highest growth rates. The findings of this study have important implications for agriculture and horticulture, as they provide valuable information for optimizing plant growth conditions. Further research is needed to explore the effects of these factors on different plant species and in more complex environments.



I N D E X

V O L U M E 7

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(1)

Statement by the Chairman.

- 762 -

THE SITTINGS OF THE ROYAL  
COMMISSION ON METROPOLITAN  
DEVELOPMENT OF CALGARY AND  
EDMONTON, held at the Court  
House, Edmonton, Alberta,  
commencing Wednesday, the  
20th day of October, A.D.  
1954, at ten a.m.

---

THE CHAIRMAN: Before the Commission resumes formally the hearing, I should like to make one or two observations.

In the first place, I should like all the witnesses to know that this Commission takes its responsibilities very seriously. We have evidence both here and Calgary sufficient to convince us that serious problems exist in both areas; at the same time we wish all to know that this Commission will recommend no solution until it is convinced that the solution proposed is just and reasonable and fair to all the interests concerned. To this end, I would like to request that all the witnesses speak with frankness, without hesitation, relying on the experience and good judgment of the Commission to attach proper weight to the evidence. For instance, I was disappointed yesterday afternoon, when it took us nearly half an hour to get a simple statement as to the mill rate for 1954 for the Clover Bar School Division. Earlier, in fact, in the brief or preliminary statement which has been submitted on behalf of Strathcona, the statement was made that Strathcona does not recognize that a



THE SITTING OF THE ROYAL  
COMMISSION ON METROPOLITAN  
DEVELOPMENT OF CANADA AND  
EDMONTON, held at the Court  
House, Edmonton, Alberta,  
commencing Wednesday, the  
27th day of October, A.D.  
1954, at ten a.m.

THE CHAIRMAN: Before the Commission resumes formally

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In the first place, I should like all the

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the brief or preliminary statement which has been  
submitted on behalf of Edmonton, the statement was

made that Edmonton does not recognize that a



(2)  
Statement by the Chairman.

- 763 -

THE CHAIRMAN: (Cont.)

problem exists. This was later amended to say that it doesn't recognize that a problem exists insofar as Strathcona is concerned, which, of course, is quite a different matter. This does not appear to us to be good enough. Mr. Harries himself has written that should industry continue to locate outside the City boundaries, Edmonton is in a fair way to find itself in as great a state of imbalance as to the ratio between residential assessment and industrial as Beverly or Jasper Place.

The City has proposed three possible solutions; has indicated the one it favours and has offered maps in support of its contentions.

It appears to us that before our next sittings, each of the areas concerned should be interested enough to outline carefully and in considerable detail the solution which it thinks would meet the situation and which it would be prepared to support.

This would be really implementing the oft-repeated expressions of good will towards the Commission and anxiety to assist it in every way possible.

When we adjourned last evening it was intimated that there were certain additional exhibits to be presented. Mr. Hawkins, you have an exhibit that Mr. Cook called attention to?

MR. HAWKINS: Yes.

THE CHAIRMAN: May we have that now?



(2)  
Statement by the Chairman.

-101-

THE CHAIRMAN: (Contd.)

problem exists. This was later amended to say that it doesn't mean that a problem exists in itself as a concept, which, of course, is quite a different matter. This does

not appear to me to be good enough. Mr. Harrison himself has written that should industry continue

to locate outside the city boundaries, Edmonton is in a fair way to find itself in a great state of imbalance as to the ratio between residential

assessment and industry, as heavily as latter place. The city has tried to find possible solutions; has indicated the one it favours and has offered help in support of its recommendations.

It appears to me that before our next sitting, each of the areas concerned should be interested enough to outline carefully and in considerable detail the solution which it thinks would meet the situation and which it would be prepared to support.

This would be really implementing the other repeated expressions of good will towards the Commission and anxiety to assist it in every way

possible.

When we adjourned last evening it was intimated that there were certain additional exhibits to be presented. Mr. Harrison, you have an exhibit that

Mr. Cook called attention to?

MR. HARRISON: Yes.

(3)

Dr. J. C. Jonason - Tenders exhibits.

- 764 -

MR. HAWKINS: The Secretary has copies. It is the assessment manual of 1954 prepared by The Department of Municipal Affairs of the Province of Alberta.

THE CHAIRMAN: Exhibit 56E.

ASSESSMENT MANUAL, 1954, IS  
ENTERED AND MARKED EXHIBIT 56E.

THE CHAIRMAN: Do you have anything else to submit now?

MR. HAWKINS: The comparative statement of mill rates of the Municipal District of Strathcona Number 83 for the year 1947 to 1954 inclusive.

THE CHAIRMAN: Comparative statement of mill rates?

MR. HAWKINS: Of mill rates from 1947 to 1954 inclusive.

THE CHAIRMAN: This would be 57E.

COMPARATIVE STATEMENT OF MILL  
RATES OF THE MUNICIPAL DISTRICT  
OF STRATHCONA NUMBER 83 FROM  
1947 to 1954 IS ENTERED AND  
MARKED EXHIBIT 57E.

THE CHAIRMAN: That is all the additional material you wish to put in now, Mr. Hawkins?

MR. HAWKINS: That's right, sir.

THE CHAIRMAN: I understood that Dr. Jonason wished to put in something that he promised yesterday, is that right?

DR. JONASON: That's right.

DR. J. C. JONASON, recalled to the stand on his former oath, testified as follows:

THE CHAIRMAN: This will be 58E.

A Mr. Chairman and Gentlemen, this is information



THE CHAIRMAN

WILLIAM H. HARRIS

THE CHAIRMAN: I am very glad to see you here.

THE CHAIRMAN: I am very glad to see you here.

THE CHAIRMAN: I am very glad to see you here.

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THE CHAIRMAN: I am very glad to see you here.

THE CHAIRMAN: I am very glad to see you here.

(4)  
Dr. J. C. Jonason - Tenders exhibits.

- 765 -

A (Cont.)

requested by Commissioner Davies, a breakdown of provincial grants for 1953, and we have broken it down into regular operational grants and from School Building Assistance Board and so on.

THE CHAIRMAN: Excuse me, Dr. Jonason, is that just the year 1953?

A Yes, just the year 1953.

THE CHAIRMAN: Thank you.

A The question arose as to whether on Exhibit 48E giving the cost of operations, whether the figure fifty-nine twenty-five for the year 1953, the grant per pupil, was revealing the true state of affairs, and we have made the breakdown on the basis of the regular operational grants. The sum would be \$138,117.14, or the average operation grant per pupil on that basis would be \$33.85, which is a difference of approximately \$26.00, and that may be perhaps more truly in accord with or give a truer picture, so I wish to submit in six copies this.

THE CHAIRMAN: This is Exhibit 58E.

BREAKDOWN OF PROVINCIAL GRANTS  
FOR 1953 IS ENTERED AND MARKED  
EXHIBIT 58E.

THE CHAIRMAN: Do you have another?

A In addition to that I undertook to provide the Commission with a statement of the classification of students as to residence, and the place of



(Cont.) A

requested by Governmental bodies, a breakdown of provincial grants for 1953, and we have broken it down into regular operational grants and from

THE CHAIRMAN: Excuse me, Dr. Johnson, is that just the

year 1953?

A Yes, just the year 1953.

THE CHAIRMAN: Thank you.

The question is as to whether on Exhibit 485

giving the cost of operation

fifty-nine twenty-five for the year 1953, the grant per pupil, was revealing the true state of affairs, and we have made the breakdown on the basis of one

regular operational grants. The sum would

\$138,112.14 or the average operational grant per

pupil on that basis would be \$33.85, which is a

difference of approximately \$25.00, and that may

be perhaps more truly in or give a

(5)  
Dr. J. C. Jonason - Tenders exhibits.

- 766 -

A (Cont.)

employment of their parents of those residing in the green belt area, and the totals are, so far as the number of pupils, are the same as that given yesterday, 405 elementary pupils; 158 junior high school pupils, and 57 senior high school pupils.

As to the residence of their parents, we have listed here the number of children whose parents work in Edmonton, and given that district by district. The total amount to 298 or approximately half of these children have parents who are employed in the City of Edmonton.

THE CHAIRMAN: This exhibit will be 59E.

STATEMENT OF THE CLASSIFICATION  
OF STUDENTS AS TO RESIDENCE,  
ETC., IS ENTERED AND MARKED  
EXHIBIT 59E.

A And in addition to that, Mr. Chairman, I think that we were instructed to secure data for the Clover Bar Division which would indicate the extent of the impact of the oil industry upon our schools, and it was understood that a similar survey would be made in the other areas, such as the City of Edmonton and Beverly and so on.

Might I suggest, sir, that some common measurement should be devised to enable all of us to perform the same operation, and I would appreciate having a directive from the Commission as to the questionnaire that should be employed, because unless we have such a common yardstick of measurement, it



employment of 10 men in a 1000 ft. plant in  
the main belt area, and the total of 100 men as  
the number of people, in the area, and the  
yearly 100 element of work, in the high  
school, and the other in the area.  
At the residence of the man, we have  
listed the name of the man, and the  
work in the area, and the total of 100 men  
the total of 100 men, and the total of 100 men  
the total of 100 men, and the total of 100 men  
in the area of 100 men.  
THE CHAIRMAN: This is the first of 100 men.

THE CHAIRMAN: This is the first of 100 men.  
THE CHAIRMAN: This is the first of 100 men.  
THE CHAIRMAN: This is the first of 100 men.

And the total of 100 men, and the total of 100 men  
we have the total of 100 men, and the total of 100 men  
division which would  
upon our schools, and is  
we understood that a similar survey would be made  
in the area, such as the City of Toronto and  
Beverly and

(6)  
Dr. J. Jonason - Tenders exhibits.

- 767 -

A (Cont.)

will just lead to differences of opinion as to the results of the individual surveys.

MR. MOFFAT: On that same point, sir, since last night we have had a discussion with the Public School Board people of the City of Edmonton and had come to very much the same conclusion, that some sort of a general discussion and agreement as to method of approach was necessary before we could get anything very satisfactory along that line.

THE CHAIRMAN: Dr. Jonason, if we left this in the hands of the educational officers concerned in the areas, meaning, to be specific, Beverly, Jasper Place, Strathcona, the City of Edmonton both Public and Separate schools, in conference with Dr. Mayo, do you think that that would be adequate as a method of arriving at a uniform questionnaire or a series of topics to be investigated?

A Yes, I think that would be the only means of getting one that would be serviceable.

THE CHAIRMAN: Would that be agreeable to the City?

MR. MOFFAT: Yes, I was going to add then, sir, in our discussion last night we considered several possible approaches to it, and the best basic material that is available appears to be in the study which we have been calling "The Harries Study of 1951", and there seems to be in that a few sections which would probably make a base on which we could all carry forward for the future.



will just be the same as the other  
members of the family.

MR. MOFFATT: Or, as the other

we have had a discussion with the

to be very much the same as the

to very much the same as the

a general discussion of the

the same as the other

very much the same as the

THE CHAIRMAN: The other

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THE CHAIRMAN: The other

MR. MOFFATT: Yes, I was going to add that, in fact,

the other

the other

the other

(7)

Dr. J. C. Jonason - Tenders exhibits.

- 768 -

MR. MOFFAT: (Cont.)

That study outlines primarily with estimate of populations, but the same kind of thing could be done with respect to schools.

THE CHAIRMAN: I would still think, Mr. Moffat, that these gentlemen who are familiar with the whole field and the figures that the Commission wants, in consultation with Dr. Mayo would be able to produce something, shall I say, more modern than 1951?

MR. MOFFAT: Yes, I was suggesting this would be the starting point, and then the experience from there on will have to be carried forward.

THE CHAIRMAN: I don't care where they start, I am interested in where they end.

MR. MOFFAT: Yes.

A That was all I wished to say.

THE CHAIRMAN: Then, I think we will put the responsibility on Dr. Mayo of arranging for at some time that is convenient to all of you, a meeting where that could be agreed upon.

A Right.

THE CHAIRMAN: Thank you, Dr. Jonason.

(THE WITNESS RETIRES).

THE CHAIRMAN: There are no other exhibits; there is no other material to be filed at the moment?

MR. BRYAN: I undertook to furnish the Commission with a copy of the agreement between Calgary Power and the Town of Jasper Place. At that time it didn't occur to me that there was no Town of Jasper Place,



1. 5000 - 10000 exhibitors.

MR. MORFAT: (Cont.)

That's very different from the situation of  
positions, but the same thing could be  
done with respect to the

THE CHAIRMAN: I would like to ask you, what  
these gentlemen, who are the whole of  
and the liquor, and the other things in con-  
sultation with the other world, and the  
something, about the way, more about the  
MR. MORFAT: Yes, I want to ask you, what  
the  
a certain point, and the other things in con-  
on which have to be done

interested in it

MR. MORFAT: Yes.

That was the whole of the  
THE CHAIRMAN: Yes, I want to ask you, what  
if you are the whole of the  
as convenient, but I don't see where has  
could be done

Right.

THE CHAIRMAN: Thank

THE CHAIRMAN: Yes

(8)

Alfred Hawkins - Discussion.

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MR. BRYAN: (Cont.)

so, the agreement is with the Municipal District of Stony Plain. They have advised me that they have no copy of the agreement in their records, but I have arranged with Mr. Peacock to obtain a copy from the Calgary Power from Calgary, and as soon as that is available, it will be filed.

I also undertook to give you copies of the rates in effect under the agreement. I will be able to file that either this afternoon or tomorrow morning with you.

THE CHAIRMAN: Thank you very much, Mr. Bryan. Mr. Hawkins, if you will take the stand?

ALFRED HAWKINS, recalled to the stand on his former oath, testified as follows:

THE CHAIRMAN: I take it, Mr. Hawkins, that you do not wish to make any further statement of a general character; you are waiting now to see what the other interests have to ask you to further elucidate?

A That's right, sir.

THE CHAIRMAN: Thank you. Then, you may just be seated and carry on quite informally.

MR. ROBISON: Mr. Chairman, is it the intention to have all the assessors together later?

THE CHAIRMAN: The Commission has expressed a wish that the assessors may appear to give evidence as to the bases of the assessment and other information perhaps sometime tomorrow, depending on the progress we make today.



15

16

17

as that is suggested, will

I also understand

referred in order

also to the

coming with

THE CHAIRMAN: Thank you

However, it will

THE CHAIRMAN: Thank you

referred in order

THE CHAIRMAN: Thank you

which to the

character, you are

institute have to ask you to find

A That's right, sir.

THE CHAIRMAN: Thank you. Thank you. Thank you.

and carry on your

together later

(9)  
Alfred Hawkins - Discussion.

- 770 -

MR. ROBISON: There is certain information that I want that I can hold up until that time then.

THE CHAIRMAN: Surely, I can assure you, Mr. Robison, that the assessors will all be notified formally today and requested to appear sometime tomorrow. We may this evening at adjournment time be able to give them a more definite time.

MR. MOFFAT: I understand that would be just in the way of a preliminary discussion of methods rather than the actual detail, is that correct? I had a discussion with the City Assessor this morning on this very point, and our understanding was that as far as the, what you might call the meat of what the assessor has to say would be at the second hearing; this would be by way of a preliminary indication of what kind of thing they would want. Was I misinformed in that respect?

THE CHAIRMAN: Before giving any expression of opinion on behalf of the Commission, I would like Mr. Robison and Mr. Davies who are particularly concerned with the assessment problem to state if that is what they have in mind for this preliminary hearing. Mr. Robison?

MR. ROBISON: Mr. Chairman, certain broad general information is necessary, basis of values and possibly something about procedures. We have had filed as an exhibit, for example, 34E, the Municipal District of Strathcona statement of assessment. Now, it might well be that certain pertinent ques-



MR. ORIN: There is certain information that I have.

that I can hold up as a fact that I have.

THE CHAIRMAN: Surely, I can handle you, Mr.

that the passenger will be in a position to

today and requested to go

We may this evening at 8 o'clock

have them a very difficult

MR. ORIN: I understand that you will

of preliminary research

the stand now

directly with the

this very point, Mr.

I am the, what is the

the passenger

hearing, and would you

indication of what his

was I informed in

THE CHAIRMAN: Before giving

on behalf of the Commission, would you

Robison and Mr. Davis who

concerned with the passenger

that is what they have in mind

(10)  
Alfred Hawkins - Discussion.

- 771 -

MR. ROBISON: (Cont.)

tions could be directed to that exhibit, you see? I said the other day that I would like some information as to how the assessment was done and who did it; something about the basis of valuation. Those are general statements that don't need to involve too much detail.

MR. MOFFAT: Yes, that was our understanding, but I wanted to be sure so that if we have to ask the City Assessor to bring more detail, we can do it, but that's the kind of thing that we would be prepared to deal with.

MR. DAVIES: Yes, I would go along with that and just maybe supplement it a bit by saying, for example, I would be interested in knowing how the principles that are in effect in respect to assessment of property within the corporate limits of the City of Edmonton would apply today if extended out into a portion or all of the industrial area to the east. I would be interested in knowing the methods of assessment on different types of commercial property dependent on the occupancy or use of the property, in respect to which, I understand, there is a difference.

I would be interested in knowing, for example, under present City assessment regulations, if certain areas of farm land should become encompassed within the boundaries of the City of Edmonton, what the existing principles are of assessment in the



I have been thinking of you  
and wondering how you are getting on.  
I hope you are well and happy.  
I have been very busy lately,  
but I will try to write to you  
more often in the future.

I have been thinking of you  
and wondering how you are getting on.  
I hope you are well and happy.  
I have been very busy lately,  
but I will try to write to you  
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and wondering how you are getting on.  
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I have been very busy lately,  
but I will try to write to you  
more often in the future.

(11)  
Alfred Hawkins - Discussion.

- 772 -

MR. DAVIES: (Cont.)

City of Edmonton that would be applicable to the assessment of that farm land as long as its use remains farm and so on down along the line, Mr. Moffat.

MR. MOFFAT: Yes, that would be fine, and the City Assessor may wish to say on some of these things that he would prefer to bring in a memorandum later, but so far as he can indicate generally the principles, he can do it immediately. That was the discussion I had with him this morning.

MR. DAVIES: I might go one step further and say we are interested also in knowing if existing legislation in respect to assessment is such that any preferential treatment might be accorded certain types of industries, and wrapped up again in this is whether or not you have any information as to the methods of assessment of petro-chemical industry in other areas, possibly the Strathcona Assessor will be able to give us that information.

MR. COOK: Mr. Chairman --

MR. DAVIES: I mean later on, Mr. Cook.

MR. COOK: I just wanted to make a statement here to clarify this issue. We feel, of course, that our coming brief is largely going to be based on assessment; we think this whole problem involves around assessment, and I just wondered how far we would be expected to go separated from the context of our --

MR. DAVIES: We are only planning on discussing principles.

144-  
[Illegible text]

11

MR. J. L. [Illegible]

City of [Illegible]

Respectfully [Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

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[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

MR. DOOK: [Illegible]

MR. DAVIES: [Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]

[Illegible]



(12)  
Alfred Hawkins - Garside Ex.

- 773 -

MR. COOK: Principles, that's fine.

MR. DAVIES: Largely principles.

MR. ROBISON: We want to know how you do it out there and what your approach to value is and what you feel yourself bound by. I am familiar with this Municipal Manual which you filed as an exhibit; I had to pay a dollar for one sometime ago.

MR. COOK: We had to pay two for that one.

MR. ROBISON: I want some information as to your relationship to this manual, for example.

MR. COOK: That, we would be very happy to do.

THE CHAIRMAN: Mr. Garside?

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Hawkins, you are the Secretary-Treasurer of the Municipal District No. 83 of Strathcona?

A That's right.

Q How long have you been the Secretary-Treasurer?

A I have been Secretary since about June of this year. I was Assistant-Secretary for a period of close to twenty years before that.

Q So you have a profuse knowledge of the affairs of this municipality?

A That's right.

Q What are your duties as Secretary-Treasurer, do they include, for example, the keeping of the minutes of the Council and attending all Council meetings and committee meetings?

A That's right.

1. The first of these is

Mr. George F. Johnson, President

of the National Association of Manufacturers

and Mr. J. B. Connelley, Secretary

of the same organization

and Mr. J. B. Connelley, Secretary

of the same organization

and Mr. J. B. Connelley

and Mr. J. B. Connelley

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and Mr. J. B. Connelley

and Mr. J. B. Connelley

and Mr. J. B. Connelley

(13)  
Alfred Hawkins - Garside Ex.

- 774 -

Q Have you been at all meetings of the Council for this year?

A Except one when I was on my holidays.

Q When was that?

A In August.

Q Could you tell me something about the constitution of the municipal district, how many councillors have you?

A Yes, we have a council of five members elected by divisions within the municipal district.

At the first meeting of council, those five elect one man elect one man as Reeve who acts as Chairman of the Council. A man is elected for a period of three years.

Q And where, in what division do you find the refineries mainly?

A Mainly in division four and division two, just about half and half. The highway there is the boundary line, it's about half an half.

Q Who are the members of the council who are elected for those particular divisions?

A For division two is Mr. A. M. Adamson who is also Reeve of the municipal district; for division four Mr. E. Keith.

Q What are the occupations of those gentlemen?

A Both of them are farmers.

Q Now, I am reading from a memorandum that I prepared last night which indicates the total acreage, total assessed acreage, next, land assessment, building



1947-1948  
1949-1950

1951-1952

Have you been in all meetings?

Oh yes.

It's the other way around.

Yes.

In fact.

Could you tell me the date?

Of the meeting, I think.

Have you?

Yes, we have a council.

Division, this is.

11

about 10.

When I was.

period of time.

And when I was.

retired, I was.

staying in the house.

about half and half.

downward time, this was.

the one who was in the house, who was elected.

for those particular divisions.

division was.

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Q (Cont.)

and improved assessment, business tax assessment and personal property assessment taken from the annual report of the Department of Municipal Affairs for the years 1947 to 1952 inclusive, and I notice that the total acreage of the district in 1947, for example, was 349,040 acres. Is that in accordance with your information?

A I haven't got the 1947 financial statement here, but if it came from there, I imagine it is correct.

Q What is the acreage this --

A We show a total acreage of 343,703.46.

Q 343,000?

A -- 703.46 acres.

Q 343,703 acres?

A That's right, that's the total land area of the municipality.

Q How much of an acreage would be in the refinery area and how much in the rural area?

A I am at a disadvantage in that I have never seen that map the City prepared of what they call the refinery area.

Q That is the map that is prepared by the Edmonton District Planning Commission, you haven't seen that?

A No, not recently.

Q I want to compare another figure, in 1947 the municipal report shows the net land assessment as \$6,429,560.00, that is the net land assessment?

(Contd.)

no answer was given to the question

whether the proposed project was

and the nature of the project was

the first of the year 1957.

The project was approved by the

Board of Directors in 1957.

It was decided that the

project should be carried out

in the year 1958.

The

project

was approved by the

Board of Directors in 1957.

The project

was approved by the Board of Directors in 1957.

The project was approved by the Board of Directors in 1957.

I am at a disadvantage in that I have never seen

the report on the project, but they call the

project a "study project".



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A That's right.

Q In 1952, which was the last one I had available, the net land assessment was \$6,376,370.00, how is that corresponding figure in 1953?

A For '53, \$6,378,190.00.

Q \$307.00?

A Six million three hundred and seventy-eight thousand one hundred and ninety.

Q So that the assessment figure you have just given me is actually less than the net assessment in 1947?

A That's for land, you are referring to land assessment, that's right.

Q How do you explain that?

A Well, there are a number of reasons; one is that there is always a certain turn-over of land becoming non-assesable, especially out in certain areas where we have some Crown lands that are sold and put on the tax roll and revert back to Crown lands.

The Department of Highways has had an extensive program of widening highways in our area, taking quite a bit of land in the process.

Q Can you give the breakdown of that?

A No, it would be in our assessment records, but we add up our assessment at the end of each year, and any adjustments made during that year, when they are totalled at the end of the year, would be totalled in. We didn't make a breakdown of any differences.

Q I am informed that there is 7,372 acres in the area



ALBERTA  
MUNICIPAL DISTRICT

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Q (Cont.)

which we refer to as the refinery area, from Mr. Gertler's information. Have you any separate assessment with respect to that as distinct from the other assessment?

A No, our assessment is taken in total over the whole municipal district.

Q What is your assessment of the 7,372 acres, is it on the basis of land used for refinery purposes or on the basis of farm land?

A The land itself is assessed on a farm land basis as yet, but that is something that our assessor could answer better. They are in the process now of making a new general assessment, but at the present time the land assessment where these refineries sit is still on the basis of farm land assessment.

Q What does the appropriate statute of the province require of an assessor in a municipal district in the way of reassessment at periodical intervals?

A As I said, we are in the process of making a general assessment at the present time. That is done under a Ministerial Order issued by the Minister of Municipal Affairs.

Q Isn't there some provision in the Act in question that you have to assess every five years, reassess every five years?

A No, I don't think so, that was in the Act -- no, that's not in there now. No, we only make a



in. shirley -

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Alfred Hawkins - Garside Ex.

- 778 -

A (Cont.)

general assessment on Ministerial order. In other words, when the Minister of Municipal Affairs decides it is time to make a general assessment, he gives us an order telling us to do it.

Q You have had no Ministerial order for that purpose?

A We have got one now which comes into force, we hope, next year.

Q When was that Ministerial order given?

A It would be the summer of 1952.

Q What did the order direct you to do?

A To make a complete new general assessment of the whole municipal district, that is land, buildings, improvements.

Q When was that to be completed?

A To be completed, to be used in the taxation year of 1954.

Q Will that be ready for that time?

A That's hard to answer with the terrific wet year we have had. We hope that's what, we hope it's in force. We are not completed yet. We have a little bit more work to do and it depends how much the assessors can get done before freeze-up.

Q Has the preparation for the assessment roll, the reassessment roll gone so far forward that you can tell the differences in totals which will be on the 1954-55 roll as compared to the figures I have given you?

A In cases of ordinary farm lands, yes. As far as

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Alfred Hawkins - Garside Ex.

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A (Cont.)

buildings, improvements are concerned, no, we haven't got those figures from the assessor yet.

Q Can you give me the figures that you have there, farm lands?

A On the new assessment?

Q Yes?

A No, the roll is not complete, it's not totalled. We have part of the farm lands in, we haven't got them all in. The biggest part of farm lands are entered in, but the --

Q You can't give any comparative figures at all?

A No, not yet, it's early for that.

Q By the way, do you impose any business tax in the municipal district?

A Not under the name of "business tax", no.

Q Under what name?

A We assess a personal property tax which, I believe under the Act we have the option of either assessing a business tax or personal property tax.

Q I notice in 1947 that your personal property assessment totalled \$120,360.00?

A That's right.

Q What is your present personal property assessment?

A For the year 1953 which, by the way, sir, is the last official figure we have, we haven't gone into 1954 figures in total yet. For 1953 \$3,678,961.00.

Q In your bookkeeping do you keep separate accounts to show the amount expended in the various divisions

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

DATE 10-10-2001 BY SP-6 BTJ/STP

REASON FOR DECLASSIFICATION

1.5 EXEMPTIONS APPLIED

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Alfred Hawkins - Garside Ex.

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Q (Cont.)

for public works and other expenditures like that?

A We do not, sir.

Q Can you give me any idea, for instance, how much money you have spent for public works in the divisions where the refineries are?

A We can only not do it, but according to the Act, it is illegal for me to do it. The Act makes it illegal for me to keep public works on a divisional basis.

Q So that you have no record to show how the money was spent as between the different divisions?

A No.

Q When I was in Calgary recently, I noticed one of the divisions, school divisions, I believe it was a school division, complaining very bitterly that they had not received their fair share of the total expenditures on capital works.

Now, coming for a moment to this brief you put in, you say that the council of the municipal district of Strathcona is of the opinion that the existing boundaries of the local government units, within the metropolitan areas described in the notice establishing the Commission are satisfactory and require no major amendment. I take it that is just the opinion of the council of the municipal district itself and not of any other council.

A That's right. The brief is the opinion of our council.



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Q What do you mean by the next sentence:

"To the extent that there are certain minor problems with regard to the present boundaries as between school district --- we anticipate that such differences will be dealt with by the Co-terminous Boundaries Commission."

I presume that means that before the Co-terminous Boundaries Commission certain disputes arose as to boundaries and you are awaiting their decision?

A That's right, that's right.

Q Now, you say here:

"We find that the existing form of local government adequately and equitably provides for the orderly development of school and municipal services within the area."

Just what area do you mean there?

A This brief refers to our municipal district, the area of our municipal district.

Q It has no reference to the proposed metropolitan area at all?

A No, no, just our own municipal district.

Q Then you go on to say:

"It is our belief that the problems confronting the complaining municipalities existed prior to the industrial development now enjoyed by our municipality."

What information have you to base that statement on?

A I didn't write that, so I don't know, but we believe that the problem that the City states, did exist

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A (Cont.)

before the industrial expansion. For instance, there was a problem, Jasper Place had a problem before the industrial expansion in our district; Beverly had a problem before the industrial expansion in our district. The City of Edmonton to a certain extent had a financial problem before the establishment of the industrial district in our municipal district.

Q Isn't one of the major problems arising out of this matter that of pressure of population and business and we want, elbow room is required? Have you considered it from that angle at all?

A Yes, but the City have not proved to us that the increase in population in the City has been caused by the industrial area in our district. In other words, the City would have grown regardless of that.

Q In other words, would I take it, take you to mean, is that if proof is sufficient to show that elbow room is required and that these problems have affected the municipalities, then you are willing to consider the matter, is that right?

A We have never at any time said we couldn't consider any matter. The solution, we don't agree with the solution that the City has put for the matter. We never said we wouldn't consider getting down and talking over a solution that would be agreeable to everybody.

Q Having heard the information that you must have





Q (Cont.)

heard given before this Commission as to the mill rates in Jasper Place and Beverly and Edmonton as compared with your mill rate, for example, don't you think that there is an imbalance there?

A There might be an imbalance, sir, but we are not, I don't think it has been proved that we have caused the imbalance. There was an imbalance before the industrial area. The mill rates of the municipal districts fluctuate a great deal over the province of Alberta.

MR. BLACKSTOCK: It's a little worse now, it's a little worse now than it was?

A Maybe a little worse, yes.

Q MR. GARSIDE: Where in the proceedings so far have any allegations been made that Strathcona was responsible for this matter?

A Probably it wasn't made exactly that way, but that has been the inference throughout, that is the inference I have had sitting listening to it.

Q Is it based on any statement that you have heard?

A No statement you could pin down.

Q Well, give me a statement that you can't pin down.

A Sure, yesterday, or two days ago, for instance, when I was cross-examining Mr. Moffat, I asked him if the City were in favor of this plan if it meant an increase in the mill rate of the City of Edmonton, and he said "No". I said, "Will you be in favor of it if it means an increase in the mill



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Alfred Hawkins - Garside Ex.

- 784 -

A (Cont.)

rate of the Municipal District of Strathcona, both the portion in and out of the area?", and he said, "Yes".

I mean, that kind of talk, what other inference can you get from it? That we are to blame and, therefore, we are going to pay.

Q I don't see any inference to be taken from Mr. Moffat's remark there. However, the fact is, and it has been brought out in the evidence, that the problems are caused by pressures outside both the Municipality of Strathcona and other municipalities affected by this hearing.

Could you tell me the assessment, the land assessment of the Strathcona municipality for 1953?

A The land assessment for 1953?

Q Yes.

A The land assessment was \$6,378,190.00.

Q I understood that the assessment now stood at \$21,000,000.00, is that right?

A The total assessment is twenty-one million two hundred and sixty-two thousand, seven hundred and fifty-four.

Q That's for 1953?

A That's right.

Q And of that twenty-one million, at least thirteen million represents the value of the property in the refinery area?

A Well, when we were discussing that with Mr. Moffat,



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Alfred Hawkins - Garside Ex.

- 785 -

A (Cont.)

that was a figure we took; I am not going to dispute the figure. It's close enough, it's within --

Q I am told further that there is an additional \$13,000,000.00 to go on the assessment roll next year representing either new refineries or additions, is that right?

A Whoever told you that was a little premature. Those assessments are not completed yet, we couldn't give any information about what it may be at the present time. I might say that one of those assessments is before the Alberta Assessment Commission at the present time, and another one will be, we understand, so until the Alberta Assessment Commission has reviewed them and handed down their decision, we have no idea what the assessment will be.

Q You say the appeal is before the Alberta Assessment Commission?

A Yes.

Q You must have made some statement as to the value or there would be no appeal before the Assessment Commission. I want those values.

A We sent the assessment notice to the industrial firm and they thought it was too high and appealed it.

Q What was your value?

A Are you asking me for the assessment of the certain industrial firm that has appealed?

Q Yes.

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Alfred Hawkins - Garside Ex.

- 786 -

A I am sorry, I can't, I'm not giving out any information unless I am directed, of any assessment to any one individual person or firm in our district, I don't think that's fair.

Q We are not asking for the name.

MR. BLACKSTOCK: You are going to dictate to the Commission, are you?

A No, Mr. Blackstock, please don't misunderstand me. I might say that I took that up with our counsel before and he felt the same way, that we shouldn't. I said if the Commission asked me, I would give that information.

MR. BLACKSTOCK: I am going to ask you a question. What firm appealed its assessment?

A Canadian Chemical Company.

MR. BLACKSTOCK: What is the amount of the assessment of land and improvements made by your assessor and presently appearing on your assessment roll, which may be altered as result of the Assessment Commission?

A Of the Canadian Chemical Company?

MR. BLACKSTOCK: Yes.

A The assessor hands me the figures, Canadian Chemical Company \$17,637,000.00.

MR. BLACKSTOCK: What is its land and improvements, Mr. Hawkins?

A It isn't broken down, but that would be --

MR. ROBISON: Give us an idea, you know how many acres.

A About \$7000.00, I think that is very close.

MR. ROBISON: What did you mean when you answered Mr. Garside's question that there may be one under appeal?





A Canadian Industries Limited have appealed to the council as a Court of Revision under The Assessment Act, and we understand, now, as I say, we just understand this off the record. I had an off the record talk with one of the officials, and it is quite likely that they will also go to the Alberta Assessment Commission.

MR. ROBISON: Has the Court of Revision given its findings?

A Not yet. We should have done that last Tuesday, but on account of this Commission we have had to put off our council meeting.

MR. ROBISON: There is no reason to say that they are going to the Assessment Commission?

A Other than the talk I had with one of their officials that they feel that they might like to go to the Commission and get the thing clarified.

Q MR. GARSIDE: Could you give information of a similar nature in connection with Sherritt Gordon plant and C.I.L.?

A Canadian Industries Limited, the C.I.L. plant is \$3,573,000.00; the Sherritt Gordon plant is a little different situation in that it wasn't fully assessed this year, because it wasn't fully in operation. We have an assessment of \$500,000.00 against it for the year 1954, but that doesn't represent the total assessment. That won't be until it is in full operation.

Q Could you tell me what services the Municipal

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Alfred Hawkins - Garside Ex.

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Q (Cont.)

District of Strathcona furnishes to these plants in the refinery area, for example, do you furnish fire protection?

A We do not furnish fire protection, no, and in talking that over with some of the plants, I don't think they want us to, they have their own fire fighting equipment of a specialized nature for that type of plant.

Q What about police protection?

A We have no police protection in our District other than the R.C.M.P. who service the -- and then again, the plants have their own security officers.

Q What about the question of transportation?

A The question of transportation is that we are at the present time, have our own bus service running out on highway 16 as far as the British American plant.

Q When you speak of "our own bus system", what do you mean by that?

A Well, it's a contract we have with Diamond Bus lines who are running out there on a regular scheduled run, and that we are paying the deficit that they incur. They charge ten cents a passenger a ride, and we are paying the deficit, which I might say, amounts to about \$1800.00 a month. That's what it averaged out for this year so far.

Q What have you done in connection with the question of providing roads or maintenance of roads for





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Alfred Hawkins - Garside Ex.

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Q (Cont.)

these plants?

A We have quite a program lined up for roads in that area.

The first start was made this year of a major nature in that we are building by contract a very good road between highway 14 and 16 immediately south of the corner where the Calgary Power sub-station is. That will cost us when it is completed, it isn't quite completed yet, about \$21,000.00 for a two mile road.

In addition to that, we have done extensive gravelling and grading in other roads in that area, but we hope next year to start a program of black topping the roads in the industrial area.

Q Now, I notice in your brief you say:

"In common with other municipalities in the area, our municipality has felt the impact of change. We have been required to drastically readjust our income and expenditure pattern."

Would you mind showing me where those drastic readjustments are in your statement?

A For instance, in 1947 we spent a total of \$98,000.00 for public works. Now, I am giving you round figures. We spent a total of \$130,000.00 for education. Our total expenditures for 1947 amounted to \$297,000.00. Our total income for 1947 including revenue and government grants was \$348,000.00.

Now, in 1953 we spent a total of \$273,745.00 for public works. That was compared with ninety-



(29)  
Alfred Hawkins - Garside Ex.

- 790 -

A (Cont.)

eight thousand in 1947.

For education we spent \$490,000.00 compared with \$130,000.00 in 1947.

Our total expenditures for 1953 amounted to \$968,000.00, practically a million dollars, against a little under \$300,000.00 in 1947.

On the revenue side; our revenue in 1947 was about \$350,000.00; in 1953 it was just a little under a million dollars.

Q What was your mill rate in 1947?

A Our total mill rate in 1947 was 44 mills; our total mill rate in 1953 was 34 mills.

I might also say in -- like the rest of the municipal districts and the cities and towns in the Province, in 1947 we had a total of \$22,000.00 government grants; in 1953 we had a total of \$81,000.00 government grants, plus \$112,000.00 Municipal Assistance Act, which we didn't get in 1947. So that we have got more government grants too, with the result that it reduced our taxes by the amount of those additional government grants we have been getting.

Q Would you give us information as to the debenture indebtedness or that type of information?

A Our debenture indebtedness at the end of 1953, and this is all on waterworks utility, it is not against the general revenue of the municipal district, was \$79,000.00.



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Alfred Hawkins - Garside Ex.

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In addition to that, there was another \$80,000.00 that the waterworks owed the municipal district. In other words, the first year we didn't borrow; we borrowed from ourselves rather than issue debentures, so you might say we had a total of \$159,000.00 debenture debt.

At the end of 1954 we figured it would be around \$225,000.00. We have taken more debentures out this year.

Q How much of the money has been spent in connection with giving services to the refineries?

A Of that debenture debt? All of it.

Q All of it service to the refineries?

A Every cent of it.

Q And can you tell me what they were?

A That there is a water transmission line which we have, we started three years ago and we have worked on every year including a big project this year on it whereby we take water out to the, out as far as the British American refinery now, and we service all the industrial areas along the way, and this year in order to keep the pressure up we are spending \$100,000.00 building a big water reservoir out in that area, so that the pressure at the end of the line will be increased.

Q How many of the refineries do you supply water to now?

A The three of them, the three refineries.

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Q What are they?

A British American, McColl-Frontenac and the Imperial Oil.

Q Are there any of the refineries or big businesses in that area that you do not supply water to?

A Only one, and that is Canadian Chemical, and the line isn't that far yet.

Q I understand that Canadian Chemical have their own sewer and water plant, is that right?

A They have their own sewer and water plant. Our engineer informs us that they have trouble getting water out of the river on account of the pollution in it.

Q As a matter of information, could you tell me the size of the main?

A No, I meant to ask our engineer about these things, but he is down in Ottawa. I understand, now, I might be wrong, but I think I am right, that it is a ten inch main going out as far as the British American plant and then it, I believe, is an eight inch main for a little while, for a little ways past that.

Q Yesterday reference was made to Exhibit number 37E which is the exhibit which you furnished to the Commission showing the number of employees of the refinery areas and where they were residing?

A That's right, sir.

Q It showed residing in Edmonton 1632, and the question was raised as to whether they were married men



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Alfred Hawkins - Garside Ex.

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Q (Cont.)

or single men, or, their status, could you give us that information?

A That is information that we want to get. The only thing I can say, that I would like to say at this time, is that the big one here, Canadian Chemical, we understand from their officials that the majority of their employees are single girls that work on the looms in the plant.

Now, we intend to get those figures and file them with the Commission just as soon as we can get them.

Q Now, you go on to say:

"We have found it necessary to make huge capital expenditures for schools and public works."

You have given us the public works just now?

A Yes.

Q And the schools were given by Dr. Jonason yesterday?

A Yes.

Q "To the extent that such expenditures have not been offset by increased revenues, the burden on our ratepayers has been increased."

In what way has it been increased, the burden on your ratepayers?

A Well, the burden on our ratepayers, to start with, is that one of the things is, as I pointed out, in 1947 we were asked to assume \$130,000.00 of the

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Alfred Hawkins - Garside Ex.  
Davies Ex.

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A (Cont.)

requisition of the Clover Bar School Division. In 1953 we have been asked to assume \$490,000.00, which, by the way, I can give you the breakdown of percentage on that for the year 1954 -- our school requisition is \$500,613.00, of which is 53.25% of the total requisition of the Clover Bar School Division.

We were just doing a little bit of rough computation before we left the office this morning --

MR. DAVIES: Excuse me, Mr. Hawkins, --

A Yes.

MR. DAVIES QUESTIONS THE WITNESS:

Q As your assessment continues to rise in the M.D. of Strathcona, and assume that the assessment in the other M.D.'s and centres remains the same, your proportion is bound to rise every year, isn't it?

A That's right, that's what we say.

Q In fact, if this other twenty odd million dollars in assessment goes on, it is going to have the effect of increasing the portion of the total Clover Bar requisition that you are going to be called upon to contribute and is going to reduce taxes in the other municipalities, the three other M.D.'s and in the other towns that are within the Clover Bar School Division?

A That's true, that's true.

Q So that in point of fact, that if the area is not disturbed as to boundaries, as these assessments

Good morning - is this OK.  
Dorothy

(Dorothy)

Q: Now, when you say that the  
total population of the United States  
is about 150 million, is that  
correct?  
A: Yes, that is correct.  
Q: And the population of the  
United States is about 150 million?  
A: Yes, that is correct.

Q: Now, when you say that the

total population of the United States  
is about 150 million, is that  
correct?  
A: Yes, that is correct.  
Q: And the population of the  
United States is about 150 million?  
A: Yes, that is correct.  
Q: Now, when you say that the  
total population of the United States  
is about 150 million, is that  
correct?  
A: Yes, that is correct.



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Alfred Hawkins - Davies Ex.

- 795 -

Q (Cont.)

continue to so substantially increase in Strathcona, that the benefit of the tax reduction is going to be passed on, for school purposes, out to the areas far beyond Edmonton, with possibly the problem increasing in the local area here in Edmonton, Beverly and Jasper Place, is that right?

A I wouldn't like to answer the last part of your question, but there is no doubt about it that as we pay more money to the Clover Bar School Division, the ratepayers of Fort Saskatchewan, Leduc and Thorsby and Calmar, and the other small areas in the division will be paying less, that's true. They are getting the benefit of the industrial area, and I quite frankly, our council are of the opinion that they are probably entitled to it just as much as say Jasper Place. Fort Saskatchewan and Leduc have always been a part of our area, whereas Jasper Place has never had anything to do with us.

Q Just at this point it strikes me as being a rather alarming proposition when the very children of the parents are being educated in the three areas adjoining the M.D. of Strathcona, and the benefits of all that assessment, if it keeps on going that way, is going to be passed out many miles from Edmonton, and the burden of directing schools and so on, is going to be passed on the other areas adjoining here. Can you see any merit in that?

A I might explain it this way; we are not too sure



A (Cont.)

that the balance is that way. We believe that we have as many people living in our district at the present time who work in the City of Edmonton, and that is growing all the time. We have subdivision plans coming through all the time of small holdings out in the area. All these people are working in the City. We have got plans under way for the establishment of a satellite town east of the City. That will take in a tremendous population.

MR. BLACKSTOCK: Working in Edmonton, but pay their taxes in Strathcona?

A That's true, and we believe that when we get the figures that we will have as many people that are paying taxes in our district, educated by the Clover Bar School Division and working in the City of Edmonton than the City of Edmonton have working in our district.

Q MR. HAYES: I would presume, Mr. Hawkins, that the Boundaries Commission took into consideration some of those very problems?

A That is true, that is true.

Q MR. GARSIDE: My attention has been brought to Exhibit 20E entitled "Notes on the Impact of the Proposed Metropolitan School District of the Edmonton Area", and at page 3 I read this:

"Since the release of the original report nothing has occurred to ease the pressures for reorganization of school administration

1903

On the 1st of January 1903 the  
Board of Directors of the  
City of New York  
passed a resolution  
authorizing the  
Mayor to  
execute the  
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Alfred Hawkins - Garside Ex.  
Davies Ex.

- 797 -

Q (Cont.)

"in the Edmonton area. There are, in fact, unmistakable signs that these pressures will increase in the near future. To the 600 City residing employees of Strathcona in the City of Edmonton will be added by 1953 an additional 900 from the Canadian Chemical Company and Canadian Industries Limited. If the present proportion of married employees in this area of about 70% prevails, the urban school units will assume responsibility for school needs of an additional 630 families."

It would seem from this as though the majority of the employees mentioned in your own statement are married persons?

A As I said, we will get that information. I just know what an official of Canadian Chemical told me that the majority of their employees were single girls.

MR. DAVIES QUESTIONS THE WITNESS:

Q There is one thing I would like to clear up about an exhibit first before we go on.

We have here Exhibit 34E before us, and that is a preliminary statement that you put in. That runs from 1947 to 1953. And then there is a last column added entitled "Industrial Plants included in the four mentioned".

The figure I want to draw your attention to is





(37)  
Alfred Hawkins - Davies Ex.

- 798 -

Q (Cont.)

that on this Exhibit 34E in the year 1953 you had estimated that the portion of the total assessment was \$10,045,025.00 in the industrial area?

A That's right.

Q But I understood when Mr. Garside was examining you that that figure was changed to \$13,000,000.00?

A No, when Mr. Moffat -- we had a preliminary discussion about things and we took the figure as thirteen million. That includes the ten million one hundred and fifteen thousand; includes the industrial plants in that area. Now, in addition there is a lot of residential and farm land and other assessments in that area that would make it up to roughly thirteen. I think thirteen is a little high, but, as I said, we decided to take the figure as thirteen million as a basis.

MR. DAVIES: Thank you very much. That does clear up that point.

THE CHAIRMAN: We will take a recess for seven minutes.

(At 11 a.m. the Commission stood adjourned for seven minutes and reconvened).

THE CHAIRMAN: Very well, gentlemen, the cross-examination will proceed. Mr. Garside?

Q MR. GARSIDE: Mr. Hawkins, I am reading again from your brief on page 3.

A Pardon me, page 3?

1. The first part of the report

2. The second part of the report

3. The third part of the report

4. The fourth part of the report

5. The fifth part of the report

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7. The seventh part of the report

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18. The eighteenth part of the report

19. The nineteenth part of the report

20. The twentieth part of the report

21. The twenty-first part of the report

22. The twenty-second part of the report

Q Page 3:

"On the other hand we make no complaint because we believe the continuance of responsible local government must imply the acceptance of these problems and their solution. We think the same criteria should be applied to other municipalities. We each must bear our own burden. If there be an over-lap on either the revenue or the expenditure side, the resulting inequalities can be adjusted where necessary with the assistance of the province."

What do you mean by that, "can be adjusted where necessary with the assistance of the province", what do you mean?

A What we mean there is this, that if the City of Edmonton or the Town of Jasper Place or the Town of Beverly can prove to us and to, we will say, the province is mentioned there, I believe, as an arbitrator, that the Department of Municipal Affairs, the Department of Education or some department, that if the City of Edmonton, the Town of Jasper Place, can show us that we are causing them any money, that our council is prepared and very willing to pay that cost. In other words, we are going to pay our own way and we are not asking anybody to do anything for us that we are not doing ourselves. We will pay our own way, but we want it proved and somebody set up an arbitrary board that they can't just throw all

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(39)  
Alfred Hawkins - Garside Ex.  
Moffat Ex.

- 800 -

A (Cont.)

their costs on us, but if the City of Edmonton can prove that they are educating children that we should be educating, then, we will pay the bill.

THE CHAIRMAN: Mr. Moffat?

MR. MOFFAT CROSS-EXAMINES THE WITNESS:

Q Mr. Hawkins, do you think the municipality of Strathcona is a rural municipality or an urban municipality?

A I would say it was semi-urban, semi-urban, semi-rural. We have now been classified by the Department of Municipal Affairs under the new Municipal Districts Act as a semi-urban municipality. In other words, we made application to the Minister of Municipal Affairs to be declared that. Then we can do certain things that you can't do if you are strictly a rural district.

Q But so far as the people are concerned, the voters of the municipality, do they consider themselves farmers or do they consider themselves part of the City?

A Oh, I would say the majority of them are farmers, but we have an awful lot of people that are not farmers living in our district.

Q Then, I suppose it would be fair to say that when you go to measure what taxes they are paying, the thing to do would be to compare them with other farmers?

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and the Ministry of the Finance

and the Ministry of the Justice

and the Ministry of the Education

and the Ministry of the Public Works

and the Ministry of the Health

and the Ministry of the Religion

and the Ministry of the Art

and the Ministry of the Science

and the Ministry of the Industry

and the Ministry of the Trade

and the Ministry of the Transport

and the Ministry of the Communication

and the Ministry of the Information

and the Ministry of the Culture

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(40)  
Alfred Hawkins - Moffat Ex.

- 801 -

A Other farmers in our district, yes.

Q Yes, in Sturgeon, in Leduc, in the municipal districts to the east?

A I don't say you compare them. They are in our district -- conditions are different between our district and the M. D. of Sturgeon, the M.D. of Leduc. They have problems that we haven't got and we have problems that they haven't got.

Q Suppose if you took a farm family on a section of land in your district and figured out the total taxes that they pay to the municipality, do you suppose that would be quite a bit less than the same family on land of the same value across the river?

A In the M. D. of Sturgeon?

Q Yes.

A They would be paying more in Sturgeon because the mill rate is higher.

Q Do you suppose they would be paying more if they were south, over in Leduc or one of the others to the south?

A Taking the land as being on a par, they would be paying more in the M.D. of Leduc.

Q In other words, a farm family on the same kind of land and getting full municipal services in your area would be paying less municipal taxes than in any other rural area that you know of?

A That I know of, yes.

Q Would the same thing apply to the school mill rates

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Q (Cont.)

or the total tax payable for school purposes?

A Yes, I think you can draw that inference for all taxes that we levy for both municipal and school taxes, they are levied as an amalgamated tax.

Q The total tax for the support of municipal services would be less?

A Yes.

Q -- in your area than anywhere else in the province that you know of?

A Yes, that's true.

Q Now, suppose we take it the other way. You said it's half municipal and half urban. Come up into the urban section, the part of the municipality that thinks itself to be urban. Do you suppose we can say the same thing there, that they are paying less municipal taxes than any other urban area that you can think of in the province?

A I wouldn't go that far, no, I wouldn't think so because -- I am not too sure of that, I am not too sure of that.

Q Do you suppose that there is enough difference in your assessment, say, of the semi-urban areas along the end of Whyte Avenue, for example, your mill rate is 25 mills; the City's is 53; do you suppose that there is enough difference in the assessment to explain that?

A The only example I can give is the hamlet of Terrace Heights which was in our district last year





(42)  
Alfred Hawkins - Moffat Ex.

- 803 -

Q (Cont.)

and which was annexed by the City as from the 1st of July. I understand from the people that I have talked to in that area that their taxes this year are practically the same as they were last year.

Q Wasn't there a special agreement there?

A Well, there might have been, I don't know how the City are assessing them, I am going by their taxes they pay.

Q I don't know if we have a copy of the Board order, I believe it was filed as one of the exhibits, which made a special provision in that case. Are you familiar with that order?

A Not with the City end of the order. I read it, but I didn't pay too much attention to the end.

Q You are not aware there was a special provision in there that those people would be guaranteed their rural taxes until water and sewer came into the area?

A Water is already in the area.

Q But sewer isn't in there yet. Taking the area a little bit further south, up towards the end of Whyte Avenue, or the end of 76th, a family living there in a house of a certain size as compared with a family living, say, just across 75th, in a house of the same size and the same distance from downtown approximately, do you think your people are paying nearly as much as the ones over the line on the City side?

A We have to qualify that a bit, Mr. Moffat. In the



(43)  
Alfred Hawkins - Moffat Ex.

- 804 -

A (Cont.)

City in addition to their general taxes, we will call them the regular taxes, on top of that they pay frontage tax; local improvement tax, and one and another. We can't assess local improvement tax, and there is no sewer and water in our area in that part you are talking to, therefore, to make a true comparison, I would say that, not having sewer and water and improvement tax, their tax wouldn't be too far out of line with the houses in the City.

Q Do you think there is that much difference in assessment which will explain the difference?

A To start with, our assessment is on 100% basis of improvements; the City, I believe, is on 60%.

Q 50%.

A 50%. Ours is on 100% to start with on improvements.

Q Can you tell us what the base figure for your assessment is as to cost of what year?

A 1942.

Q Do you suppose that cost would be much higher if you were on to '45 a year?

A The assessor could answer that, he has all those --  
MR. COOK: Not much difference between '42 and '45.

A We use the figures of the Dominion Bureau of Statistics building costs.

Q MR. MOFFAT: There has never been a survey made in that area comparable to the one that was made at Jasper Place and Beverly where the City assessment was applied and the mill rate applied to see what





(44)  
Alfred Hawkins - Moffat Ex.

- 805 -

Q (Cont.)

the total tax would be?

A I believe that Mr. McDonald, the City Assessor, and Mr. Cook, our assessor, have at odd times done a bit of it, I don't know how far they have gone, I have never seen the results of it.

Q Do you agree that that kind of a comparison would be very relevant as far as this Commission --

A I think so, I think it would be amazing, I think you would be amazed that the taxes are not too much lower when you take all those things into consideration.

Q Do you agree that if they were found to be lower, then there is no real justification that you can suggest for why they should be lower?

A Except they have no improvements like they have in the City; they have no sewer and water.

Q I am not talking about an area where there is no sewer and water within the City limits. The same type of house; the same type of family and the same area?

A Yes, I would go along with that.

Q Now, taking a slightly different angle on this; suppose that the municipal boundaries were moved out so that the industrial area and this semi-urban area was brought into the City. What would that do to the mill rate and the total tax burden in the balance of Strathcona?

A I think it would increase it materially.



(45)  
Alfred Hawkins - Moffat Ex.

- 806 -

Q You think it would increase it up to the level of the surrounding municipalities?

A Up to the level, or maybe even higher.

Q Have you done any arithmetic on it?

A Not too much, but losing that big assessment, and we go back to around, maybe the very highest would be about eight million dollar assessment, and we have already committed to a lot of expenditure in our district that we have to carry through.

Q Well, we will leave that question of commitment just for a moment, but suppose, taking this Strathcona municipality including agricultural land and the Sherritt Gordon plant, are you suggesting that that would still leave a tax rate on agricultural land higher than the tax rate on agricultural land in the surrounding municipalities?

A I would say it wouldn't be any lower, I would go that far, it would be about the same, it would be on a par.

Q Do you suppose you could make a calculation of that as to how it would probably work out?

A I think we could.

Q I think it would be something that would be of interest to the Commission.

Now, taking the same thing with respect to the Clover Bar School Division, and include in that the Sherritt Gordon assessment and the personal property assessment down at Leduc, do you suppose that excluding the industrial area would still leave the

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Alfred Hawkins - Moffat Ex.

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- Q (Cont.) balance of Clover Bar with a mill rate less than all of its neighbors?
- A A lot of that would depend how far Clover Bar could cut its expenditures, I don't know.
- Q Even if it didn't cut its expenditures except to the extent of the schools that are in the area we are talking about, even if it stayed right up to its present or even if it increased a little bit, do you suppose that the mill rate would come up to the surrounding area, agricultural areas?
- A I don't think there is any doubt in that case that it would, yes.
- Q Do you agree that that would be another calculation that would be pretty interesting if we could get it?
- A Yes. Included in that we would have to take into consideration the fast declining assessment of the M.D. of Leduc, which is a serious matter to them.
- Q Well now, coming back to this question of commitments. I think you told Mr. Garside that your debenture debt was primarily waterworks?
- A It's all waterworks.
- Q How is that paid for?
- A It's paid for out of the money we receive from the sale of water.
- Q It's not a tax at all?
- A No, I pointed that out, it wasn't a tax against general revenue.
- Q It isn't an extra burden on the tax payers at all?
- A No.



18  
Allison Hamilton & Wells

London 10th Nov 1907

Dear Mr. Wells

I have just received your letter of the 7th inst.

and am glad to hear that you are well.

I am sorry to hear that you are not well.

I hope you will get better soon.

I am sure you will.

I am very sorry to hear that you are not well.

I hope you will get better soon.

I am sure you will.

I am very sorry to hear that you are not well.

I hope you will get better soon.

I am sure you will.

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I am sure you will.

I am very sorry to hear that you are not well.

(47)  
Alfred Hawkins - Moffat Ex.

- 808 -

Q What other debenture debt have you got?

A That's all the debenture debt we have got.

Q What about the other great increase in expenditure that is referred to in your -- "huge capital expenditures", your brief says, "for school and public works". We covered the schools question yesterday with Dr. Jonason. What about public works? Where is that?

A As I pointed out, in 1947 we spent one hundred and thirty thousand for public works, this year, or last year we spent \$490,000.00. Those are roads --

Q I am sorry, you spent how much?

A \$490,000.00.

Q What was your 1953 figure?

A Pardon me, I am on education here, ninety-eight thousand in 1947 and \$273,000.00 in public works.

Q In '53?

A Yes.

Q That's your current spending on public works, that's not capital?

A We don't capitalize any public works expenditures.

Q What is the item in your financial statement of \$38,000.00 for, capital item paid for out of revenue, what's that?

A Have you got a copy of our financial statement? You will find them broken down on page 8.

We capitalize machinery, that is tractors, scrapers, graders and that type of --

Q That's public works expenditure, really though, isn't it?

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A Except we don't show them as public works expenditure, we show them as a straight capital asset, a machine.

Q It is a machine to be used in public works?

A Yes.

Q So that it would be proper to add together your public works out of current and this capital item to make a total, the amount that you are providing out of the tax rate for public works purposes?

A You can do that, sure.

Q Did you ever add together those same two items for the neighboring municipal districts?

A No.

Q Would it surprise you if they are about the same when you add those two items together, so that you are not spending any more than your neighbors on that item?

A No, I don't think it would surprise me too much. They are building a lot of roads the same as we are, and doing a lot of gravelling.

Q Then this extra increase is not due to the industrial area that you have got and they haven't got?

A Oh, I will challenge you on that statement. I would say that the increase in public works in the other municipalities surrounding Edmonton is also due to the increase, for that you have got these heavy oil trucks rolling over your roads and wrecking them. That's all due to the industrial --

Q That is a common problem to all the rural municipalities?

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(49)  
Alfred Hawkins - Moffat Ex.

- 810 -

A Surrounding Edmonton, yes.

Q Not unique to Strathcona?

A Surrounding Edmonton, it's a common problem to all the rural municipalities, that's right.

Q So that if any extra revenue is to be made available, it should be made available to all of them, would you agree with that?

A Yes, and a lot of them are getting extra revenue. Stony Plain now is getting a high personal property assessment from the oil fields in their area; Leduc had it, they are losing it now, but they have had it. Sturgeon are getting it from the oil fields in the area. We will be in the position that we have never had too big an oil field assessment. The only assessment we have had was from the industrial area. We didn't have the actual oil fields in our area that were assessed to get some of the money to help build these roads that the oil companies ruin.

Q MR. DAVIES: Mr. Hawkins, could I interrupt you? As a point of information, why is Leduc losing it now? Because the equipment is moving up?

A Because the equipment is moving out of the Leduc field to Redwater and Pembina.

Q MR. MOFFAT: Do you know as a matter of information whether the land assessments in, say, Stony Plain, Morinville and Sturgeon are about the same as the land assessments in your own?

A The basis is the same.

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Alfred Hawkins - Moffat Ex.

- 811 -

Q No, I mean as to the amount?

A Of comparable land it should be the same, they were equalized the last general assessment and they should be the same.

Q I am sorry, you still don't get the point. The total assessment against which they levy tax rate?

A Oh.

Q Is it about the same as yours?

A I couldn't answer that question, I never checked their financial statements.

Q Would you agree that these are probably fairly close figures based on the 1953 reports of the surrounding municipalities?

So far as land is concerned, in Strathcona you have 6,400,000; Stony Plain 4,900,000; Morinville 5,400,000, and Sturgeon 6,100,000. In other words, they range from four million nine to six million four as to the total land assessment. Would you agree those are approximately the correct figures?

A If you got them from their returns, why, I have no objection.

MR. DAVIES: If it will assist you and Mr. Hawkins, I have had reference to the Department of Municipal Affairs reports and the 1947<sup>gross</sup>/assessment of the M.D. of Morinville was 5,913,000; and the 1953 gross assessment of Morinville M.D. is 6,878,000.

MR. MOFFAT: Yes, those figures I quoted were from the same source, they are the 1953 land.

MR. DAVIES: And Sturgeon in 1947 was 6,805,000; and the

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Alfred Hawkins - Moffat Ex.

- 812 -

MR. DAVIES: (Cont.)

Sturgeon 1953 is 9,582,000.

MR. MOFFAT: Yes, I have those same figures here. I quoted just the land figures because I wanted to establish this point with relation to agricultural land. They are roughly the same type of area; roughly the same size, and roughly the same population, spending roughly the same amount on public works, and could generalize the thing to take other items of expenditure as well as public work, and they stay roughly in line. Do you agree with that or have you checked it?

A I haven't checked it, but if that's the figures you got from the returns, they are probably right.

Q MR. MOFFAT: I think in that connection it would be worthwhile also if we could have the school mill rates from some of those areas added into the record on this same point. Do you agree that the school mill rates in these three neighboring municipal districts are all essentially higher than the school mill rate for your area?

A Yes, that's right. You are referring to the 1954?

Q I am talking 1954, although all I have in front of me is 1953.

A I wouldn't say, I don't think they would be too far out of line in 1953. There might be, now, as I say, I never checked.

Q Your school mill rate in 1953 was 22?

A Yes.



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Alfred Hawkins - Moffat Ex.

- 813 -

Q The three school districts, one at 30; one is 29 and one is 28. I don't know, I shouldn't be giving evidence really to the Commission here on this, and the comparable information for other areas could be available.

MR. McKENZIE: I think if Mr. Moffat has taken it from the reports that the provincial government gets out that it would be of advantage to the Commission to have the actual figures on the record at this point.

THE CHAIRMAN: Mr. Moffat probably has nothing except his notes and nothing to put in as an exhibit. Would you like to ask him to put them in say this afternoon? They will appear in the reporter's statement.

MR. MOFFAT: I could read them in. There are only a few school districts in each one.

THE CHAIRMAN: Would you read them in more completely than probably Mr. Klesko has them now?

MR. MOFFAT: Yes.

THE CHAIRMAN: Well, we want them in as complete a form as possible, so perhaps you had better read them.

MR. MOFFAT: I have here for Morinville, 1953, in that case there were nine school districts involved. Two of them are at 31 mills; two at 29; four at 28 and one at 24.

In the case of Sturgeon there were five school divisions involved. One at 39; one at 30; one at 27; one at 21, and one at 19. Those last two are the only two of the whole group where the mill rate



(53)  
Alfred Hawkins - Moffat Ex.

- 814 -

MR. MOFFAT: (Cont.)

was lower than the school mill rate for Strathcona last year.

Strathcona is down now to  $12\frac{1}{2}$  this year, which puts it well below anything else.

THE CHAIRMAN: May we have the names of those two districts? Do you have them?

MR. MOFFAT: No, I don't. I just took down the totals. I think they could be secured.

The 1953 reports of the Department are not available, and this was taken from the work sheets from which they are being prepared, so that it will be necessary to go back there and get the names of the individual school districts involved.

MR. MOFFAT RE-EXAMINES THE WITNESS:

Q Now, taking the question of legal authority and organization; suppose that your municipality was to attempt to develop this urban area. Do you suppose that your present legal authority under the existing Statute under which you operate would be satisfactory?

A I think so.

Q Do you know if it allows you to get into such questions as provision of sewer or water or more complete zoning and town planning, for example?

A It does.

Q Do you think it would do as adequate a job in that regard as if the area was under the City Act?

A I think it would do just as well a job if not better.





(54)  
Alfred Hawkins - Moffat Ex.

- 815 -

Q Why?

A You would have a smaller area to administer.

Q Smaller area?

A You are referring to our own area?

Q Yes, if the whole of Strathcona was to attempt to do this in the one area?

A Yes, if the City were doing it, they would have this whole big area to worry about, whereas we have only got the compact industrial area to do all the work in.

Q Do you suppose it would be satisfactory to the voters of the rural part of the municipality to have the council develop this area by itself as a separate little project?

A Oh, yes, yes, absolutely, they would be very happy.

Q Are you familiar with what has happened in the M.D. of Springbank?

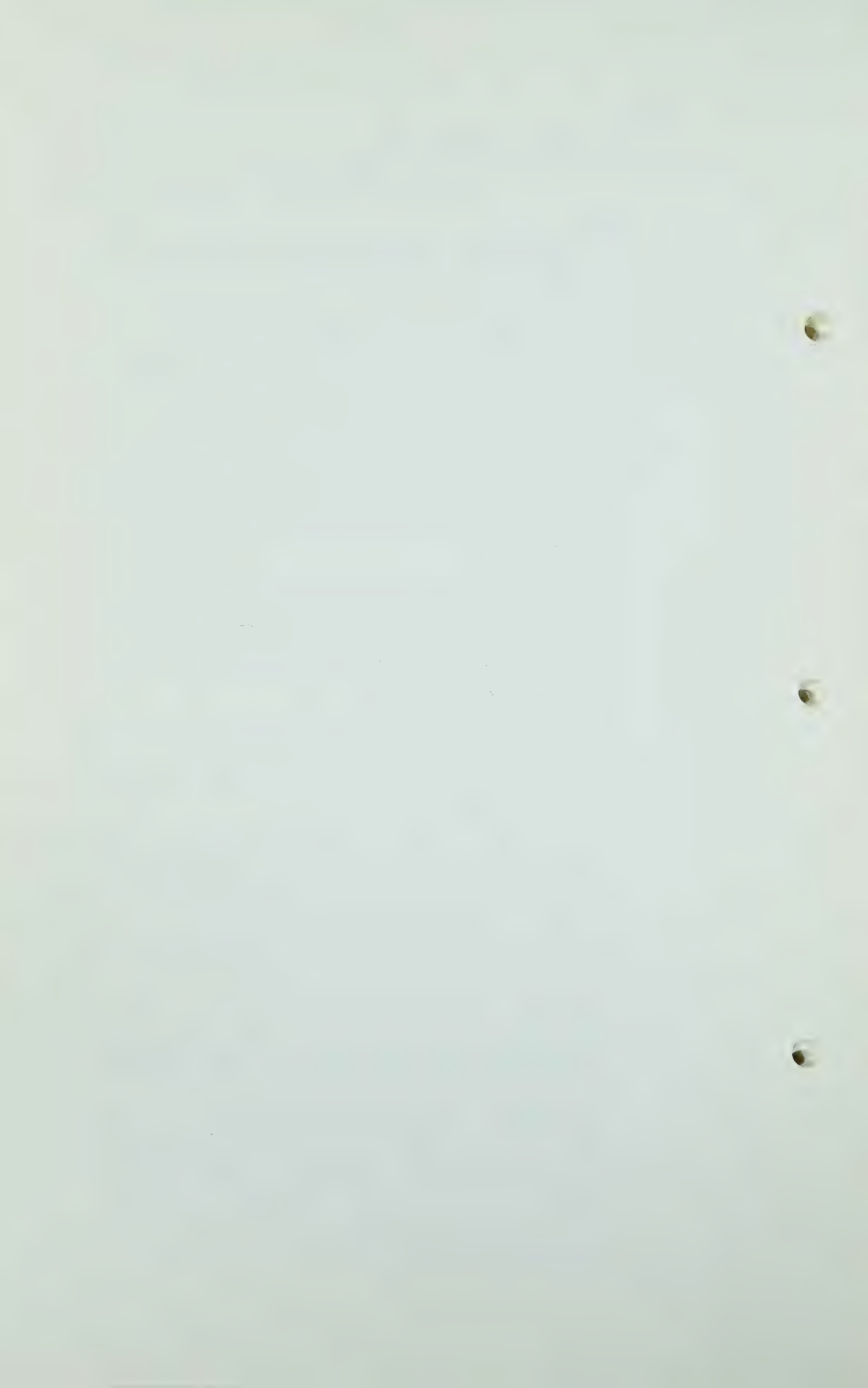
A Not too much, I wasn't sitting in Calgary. I have heard Mr. Lawrence, the secretary down there, discuss it, but I have never really got into it.

Q Are you familiar with what happened in Stony Plain and Jasper Place a few years ago?

A Yes, yes.

Q Do you think that kind of thing might happen in your area?

A No, if proper safeguards were put up, you wouldn't, if you had qualified engineers laying out your work, it wouldn't happen. We have qualified engineers doing that for us.



(55)

Alfred Hawkins - Moffat Ex.

- 816 -

Q Was it a situation in which a council elected primarily from an agricultural area was trying to administer an urban area, in Stony Plain, do you know if that's what the situation was?

A Not entirely, no, I believe that when the Stony Plain area -- when Jasper Place was in the M.D. of Stony Plain conditions were different, money was hard to get, times were tough.

Q They are not tough now?

A No, well, we have got the industrial assessor behind us. We are in a different position than Stony Plain was in in the 1930's, early '40's.

Q Suppose the thing was continued as one area and suppose that the population in this triangle would build up to say ten thousand so that it would have a great majority of the total voters in the municipality, would be in there?

A Yes.

Q Would the plan be that they would be given a majority vote on the total of the council?

A Not under the present Municipal Districts Act, they would vote in the division in which they reside. They might have enough there to swing the voting.

Q If the assessment and population of that area became say 60% of the total in the municipality, would they still be left with just one representative on a council of five?

A I said under the present Municipal Districts Act.

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(56)

Alfred Hawkins - Moffat Ex.

Davies Ex.

- 817 -

Q Yes.

A There would have to be a legislative change.

Q Is that the proposal though that the municipality suggested?

A No, I don't think it has gone that far with us, we have made plans to put sewer and water in the area as is required for when people are building there.

Q Control would still stay under a five man council with that area having one out of the five?

A Well, yes, until the legislature changed the Act, it would have to.

Q Suppose it was done the other way, suppose that this area was given representation in proportion to its population so that in a few years it would have three out of five councillors, do you suppose the rural area would be very happy?

A I don't think they would object, no, if they got the service and that, they wouldn't object.

Q Do you think they would think they were getting the services?

A Yes.

MR. DAVIES QUESTIONS THE WITNESS:

Q May I interrupt you here just a minute, Mr. Hawkins, on a point of information? Assuming that that area did get populated to the extent of five or six or ten thousand people, what control would the municipality council have over the right of those



THE HISTORY OF THE  
CITY OF BOSTON

1780

1780

The city of Boston was founded in 1630 by a group of Puritan settlers from England. The city grew rapidly and became one of the most important centers of commerce and industry in the New England region. In 1780, the city was still a small town, but it was already a major center of trade and commerce. The city was the home of many of the most important figures in American history, including John Hancock, Paul Revere, and Samuel Adams. The city was also the site of many important events, including the Boston Tea Party and the Battle of Bunker's Hill.

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(57)

Alfred Hawkins - Davies Ex.

Moffat Ex.

- 818 -

MR. DAVIES: (Cont.)

individuals who want to set up their own village or town?

A We wouldn't have any right.

Q And then they are out of your municipality?

A That would be a matter for the Board of Public Utility Commissioners to hear their application and hear the evidence and make an order.

Q MR. MOFFAT: I was going to ask it in this form, sir, I was coming to the same question. If that situation developed, would the rural parts of Strathcona have any reason to favor keeping them as a separate unit or having them join the City, which would they sooner do? I am talking from the point of view of the rural areas of Strathcona?

A I think they would rather have them as a separate unit for this reason, as a separate unit, they would remain in the Clover Bar School Division.

Q That's a good point, but --

Q MR. McKENZIE: Unless they formed a town school district?

A I hardly think they would do that. That doesn't seem to be the trend right now, they want to stay in the school division.

Q MR. MOFFAT: But if we go back just a minute to the question of authority and legal power, you are fairly definite that you think that the present Act under which you are operating is satisfactory from the point of view of continuing to act under

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Q (Cont.)

it and deal with this kind of a development?

A I am not too familiar with the new Municipal Districts Act. It's the same as the old one, but we included some of the things, but the old Act, and I am quite sure it's in there, gave us permission with the approval of the Minister of Municipal Affairs to take advantage of any section that was in The Town and Village Act to make it applicable to the municipal district. In other words, we have the same power as a town or village would have.

Q You made quite a bit on a couple of occasions of the fact that there are substantial numbers of people living in that area immediately adjacent to 76th Street who work in the City but live out there and where school is provided by your municipality and school district.

A I don't think I referred to any one area; I refer to the whole municipal district. We got people living twenty miles out that work in town.

Q Yes, I think that may be correct, but they are concentrated primarily in that area east of 75th Street?

A Although the concentration is moving out further in the small holdings.

Q Yes, the Bailey type of project out there?

A Yes.

Q What I was going to ask you, would there be any objection to having those people brought into the





(59)  
Alfred Hawkins - Moffat Ex.  
Robison Ex.

- 820 -

Q (Cont.)

City, have the City limits go out to take them in, do you think it would be a good idea to do that?

A I can't talk for our council, of course, but my own opinion would be that the council would want to know what those people want to do. I think the council would leave the choice with the individuals. I don't think we would force them to do one thing or the other. They have a right to say whether they want to come in the City or remain in our district.

Q Would that same thing apply along the south side?

A I believe it would, yes.

Q At the end of 106th or 109th, in there?

A I think it would.

Q How far would you go with that, suppose it was the whole of the green belt area, in other words, would you take self-determination that far?

A We wouldn't be afraid to leave it to the judgment of our ratepayers.

MR. MOFFAT: Thank you very much.

MR. ROBISON QUESTIONS THE WITNESS:

Q Mr. Hawkins, it has been stated here in some of the literature that when these concentrated urban areas develop in a rural municipality, that almost invariably they tend to set themselves up separately. Are you familiar with that?

A I believe that's true. I think when you have a group of people living together, they naturally

1971  
Alfred Hawkins - 1971  
Oct 10 1971

850 -

(1971)

and the other side of the road.

There is a small stream on the left side of the road. It is very small and runs only in the wet season.

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very much.

(60)  
Alfred Hawkins - Robison Ex.  
Davies Ex.

- 821 -

A (Cont.)

feel they want to be autonomous. We don't think there is too much danger in that as long as they remain in the Clover Bar School Division.

Q You would be satisfied to see that development go on, and you would expect eventually that they would want to set themselves up separately?

A Well, an area say that was, taking for instance this new proposed satellite town. They won't be in the industrial area. They might feel that they would be better off to remain part of our district and get the advantage of the industrial assessment for both municipal and school than to setup their own, make a town out of it and just get advantage of the industrial assessment for school purposes, and in that case they probably would be satisfied to remain as part of the municipal district of Strathcona, whereas in the other case, if they felt they wanted self-government on a municipal plane, they could remain in the Clover Bar School Division and get advantage of the industrial assessment for school purposes, which, I think is a big factor in present day budgeting.

Q It sure is.

MR. DAVIES QUESTIONS THE WITNESS:

Q In reply to Mr. Moffat on the question of if a fairly substantial area was built up, let's say five to ten thousand people out there, I think you stated that you felt that the people would want to remain

5. How far is it from the school to the house?

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(61)  
Alfred Hawkins - Davies Ex.

- 822 -

Q (Cont.)

in the M. D, of Strathcona to have the advantages of the school division, is that right?

A No, to remain in the Clover Bar School Division, in other words, they could set themselves up as an independent town, but they would remain in the overall Clover Bar School Division in order to get the benefit of industrial assessment for school purposes.

Q Mr. Moffat's answer was, he said he thought that that was a good point that you had made. I was thinking if they took steps to get themselves set up separately, then they would be taking a substantial part if not all of the industrial area away from the M.D. of Strathcona, and you would be losing that assessment. In the meantime, if the population got built up to five or ten thousand, there would have been schools erected right in the populated area, and those schools would just remain in the Clover Bar School Division, so when the thing was all over, the result would be they would still be in the Clover Bar School Division, but the M.D. of Strathcona would have lost the assessment municipally?

A You are assuming there that the development will take place right around the industrial area. I don't think you can go on that inference; I don't think you are going to have houses too close to the industrial area. If you go by there a few times



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A (Cont.)

you know what we mean.

Q Well, I don't mean necessarily right over on highway 16 where the land is pretty well all appropriated now, but if a populated area of any extent developed there, that it would be one that would attract people who would be working in the immediate area?

A Yes, yes, I agree with you, but I don't think the industrial area would become part of that settlement.

Q It would be much handier to where they are employed than the same people now who live in Edmonton and Jasper Place and maybe Beverly?

A That's how we feel and that's how we have gone ahead with these plans for putting sewer and water through that area. Our engineer is working on this all the time getting them lined up.

Q I make these observations, Mr. Hawkins, because it has been my privilege over a long term to years to act as general solicitor for some large municipalities, and my experience is that as soon as the hamlet gets to be of any reasonable size, that they want to get out of the municipality, and one could cite examples of one in the last three years, for example, the hamlet of Boyle. Now, that hamlet actually developed a population considerably in excess of certain established villages in Alberta; places that had been established as villages for a considerable time, but still it continued as a



Q (Cont.)

hamlet within the boundaries of the M.D. of Athabasca, but anybody who was in that area noted a marked dissatisfaction there was with the rural municipality administration of the hamlet. People complained that the municipality didn't want to spend any money for lighting; that when it rained, they had to wade through mud to go across the streets and so on, and the result was that the inevitable finally happened, that this hamlet applied to be taken out of the M.D. of Athabasca and set up as a village, and it was.

Then on top of that we have evidence in Calgary from Mr. Gardiner with whom you are no doubt acquainted?

A Yes.

Q That in his long experience as a municipal secretary-treasurer, that he felt that the organizational set up of the Municipal Districts Act didn't lend itself to rural municipalities to administer fringe areas or populated areas, and he told us down there that it was a fixed policy of his municipal district that as soon as an area developed any degree of population, that they as a matter of municipal policy tried to get rid of them as quickly as they could and get them attached on an urban centre. Can you explain that point of view?

A Yes, I understand it completely. The situation is different in this regard that down in the M.D. of





(64)  
Alfred Hawkins - Davies Ex.  
Robison Ex.

- 825 -

A (Cont.)

Conrich, that's where Mr. Gardiner is secretary, they haven't got a large assessment. These hamlets cost them a lot of money for streets and sidewalks and light and water and sewer. They naturally want to get rid of them. Now, in our case it is different because we have the assessment behind us. Council are willing to take these houses.

People have said several times that every time a house is built in a town or village or city, it becomes a liability, but our council are just asking for the chance to have a chance to take over some of these liabilities.

MR. ROBISON QUESTIONS THE WITNESS:

Q You are saying, in other words, you have a unique situation?

A That's right.

Q In other words, that this matter that Mr. Davies referred to, this movement from hamlet to village to get out of the municipal district, wouldn't apply to you because you have a unique situation?

A That is true, that is correct.

Q Well now, I would like to ask you one other question here; on page one of this submission you say the council of the municipal district is of the opinion that the existing boundaries and so on. Now, I refer you to Exhibit 19E which is the regional planning and the orderly development of

(84)  
Alfred Newman - Review of  
Book

- 81 -

2nd

in the first place, the book is not a  
theory of the world, but a theory of the  
mind. It is a book about the mind, and  
the mind is the only thing that is  
certainly real. The book is a book  
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only thing that is certain. The book  
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1. The book is a book about the mind.

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4. In other words, this book is about  
the mind. This movement from the mind  
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(65)  
Alfred Hawkins - Robison Ex.

- 826 -

Q (Cont.)

the metropolitan area of Edmonton presented by Mr. Gertler, and in the middle of the page under sub-section (b) he says:

"The executive authority with respect to the regional aspects of planning outlined in Part 3 be vested in the district planning commission strengthened by mandatory membership."

What do you think about that?

A I don't agree with a lot of what Mr. Gertler says, and I am afraid that might be one of them.

To set up a mandatory planning commission with executive powers, I believe, and I am quite sure I am right, would mean that the planning technicians would dictate to the municipal district what they were to do in the way of planning.

Now, I don't think there is any place for that in this country. I don't think there is any place for compulsory -- anything compulsory of that nature. Each district has its own problems. For a technician, no matter how good he is, and I am not saying that Mr. Gertler is not a good technician, I believe he is, but for him to sit down in his office and draw a line around a district and say you can't do this and that and you can't do that, no council, I don't think, would ever do it.

Q Well, I wonder if we have read the same document, because that's not my impression of the --

Alfred Harding - 1940

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(66)

Alfred Hawkins - Robison Ex.

- 827 -

A I didn't hear Mr. Gertler read that document, but I have heard Mr. Gertler talk on the --

Q Have you read Exhibit 19E?

A No, not all of it.

Q Well, I would suggest, Mr. Hawkins, that you read Exhibit 19E, "Regional planning and the orderly development of the metropolitan area of Edmonton", particularly with regard to what you have just said. Now, Mr. Gertler may have made a speech, but this is a different sort of a proposition.

I want to ask you something else. How many municipal employees are in the service of your municipality?

A That varies --

Q Approximately?

A Approximately at the present time there would be around twenty.

Q Do they all live within the bounds of the municipality?

A No, our office is in the City of Edmonton, therefore, we have to --

Q Why is your office in the City of Edmonton?

A Because that's the centre, you might say, of, the banks are there. If we would build an office out in our own area and no banks near it, we would be taking quite a chance. We have a lot of money around there sometimes.

Q Is that an acknowledgment of anything, the fact that your municipality's office is in the City of Edmonton?



I think you are right.

I am not sure.

It is possible.

I am not sure.

It is possible.

I am not sure.

It is possible.

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It is possible.

I am not sure.

It is possible.

I am not sure.

It is possible.

I am not sure.

It is possible.

I am not sure.

Q (Cont.)

I mean to say, the amenities provided by the City appeal to your district council, so they have their office in the City?

A When we built our office there we didn't have any of this other -- but if that satellite town goes ahead that we are talking about, I think our office will end up being out there. I am quite sure. We are in the office not by choice, but by being forced, there was no other place we could go.

Q MR. DAVIES: Isn't it a matter of the bounds of convenience to the greatest number of your rate-payers that you have your office in Edmonton?

A We go up as far as Fort Saskatchewan. If we built our office south of town, these people have to come all the way through town to get to it. If we build towards Fort Saskatchewan, the people south of Ellerslie, they wouldn't like that.

Q MR. ROBISON: They don't mind coming to Edmonton?

A They don't mind coming to Edmonton. I would say, we are not disputing that fact, they come to Edmonton and spend all their money.

Q Well, I think it is significant?

A I just heard a remark back here, "That's what makes Edmonton". I don't think there is any doubt about it.

Q MR. HAYES: Isn't it true that every rural municipality has offices in the villages or towns adjacent to it, that is characteristic all over this province?



(68)

Alfred Hawkins - Hayes Ex.  
McKenzie Ex.

- 829 -

A I don't know one that has its office in the country any more. Years ago there used to be the odd one, but I don't think there is any more at the present time.

Q MR. HAYES: In other words, they are situated in the urban centres?

A That's right. We have no town or village that is central. The only town that -- we have no town within our boundaries completely. Fort Saskatchewan is right on the edge; Leduc is out of it completely. That's the only two towns, and there is no other town or hamlet even in our area of any size. We are too close to the City for hamlets and that and for stores.

THE CHAIRMAN: We can't proceed with any further questioning at the moment, but adjourn until two p.m. when you will return to the stand. Thank you very much, Mr. Hawkins.

(At this point the Commission  
stood adjourned until two p.m.)

THE CHAIRMAN: Now, we are prepared to proceed from the point where we left off. Who is prepared now to proceed, Mr. McKenzie?

MR. McKENZIE: Yes.

THE CHAIRMAN: Yes, please.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q Mr. Hawkins, we have had a lot of speculation by





(69)  
Alfred Hawkins - McKenzie Ex.

- 830 -

Q (Cont.)

other witnesses as to why industries may have located in Strathcona. No doubt Strathcona has some ideas on the subject, and I wonder if you could tell us?

A Well, I think we believe that the economic factors of the area had a lot to do with it; the closeness to two railway lines; the closeness to the river; the closeness to raw materials and the gas, but we also believe that industry follows industry, that after two or three plants are established, that other plants will come in to get benefit of the high assessment and the low mill rate.

Q So that the prospect of a low mill rate in Strathcona, you consider was an inducing factor in some of the subsequent establishments?

A Yes, definitely.

Q Are there any factors that you can lay your finger on which you would say were determining factors in favor of locating in Strathcona rather than locating in Edmonton?

A The availability of land probably is one of them. These plants don't lend themselves to being too close to residential areas. In fact, I believe that the refineries don't like to be too close to residential areas on account of the risk of fire or explosion and other things that might happen.

Q MR. BLACKSTOCK: And bad odors coming from the refinery?

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Conclusion:

The availability of data probably is one of

the most important factors in the

(70)

Alfred Hawkins - McKenzie Ex.

- 831 -

A That's true, that's true, that's very true, I believe, of Interprovincial Pipelines especially. They seem to be the worst one especially when that Redwater crude is being pumped into their tanks.

Q So you consider that there is really a lack of available space for large scale industry within the present limits of the City boundaries?

A I think we have to say that, yes.

Q Now, there has always been speculation on the subject of tax concessions. Could you tell us whether there are any assurances, official or unofficial, of tax stability, any tax agreements or tax concessions of any sort?

A As far as our district is concerned?

Q Yes.

A Absolutely none.

Q None at all. The Industries Assessment Act which enables certain tax agreements, is not applicable in municipal districts?

A That is correct.

Q Now, could you tell me how your assessment per acre compares with other municipalities?

A I am sorry, no, that would be a question for our assessor. I couldn't give you that information, that would have a lot to do with the quality of the soil, to start with, that is the first consideration is the type of soil, so, it would be pretty hard to compare them.

Q What I had in mind more was taking your total

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You call me now your son

compare with other specialists?

I am, my, no, that would be a

recessor.

Q (Cont.) assessment and dividing it by the total acreage within the municipal boundaries, the M.D. boundaries, and how that figure would compare with a comparable figure say for surrounding municipal areas?

A No, I couldn't tell you. The only thing I could say is that we have land ranging from the very best to some of the very worst in the province in our area.

Q Where would this very poor land be located?

A The Cooking Lake area; the far eastern area, the area adjoining Elk Island Park; the area to the north in what we call the Sandhills; up in the northern peak of our area.

Q That would be a relatively small portion of your area?

A It would be small, I wouldn't say relatively small. The assessor says that half of it is below average.

Q I understand from this exhibit that you have entered that you used the assessment manual 1954 of the Department of Municipal Affairs as the basis of your assessment?

A That is, the assessor used it, yes.

Q On the first page of your brief you go on to state that:

"The council of the Municipal District of Strathcona holds the opinion that the existing boundaries of the local government units, within the metropolitan areas are satisfactory





Q (Cont.)

"and require no major amendment."

Could you tell me in that connection whether you feel that such problems as do exist are independent of local government boundaries or is there some relationship between local government boundaries and the problems?

A No, I don't think that the boundaries have anything to do with the problem to that extent, I mean, I think you would have the problem whether the boundaries were changed or not.

Q You acknowledge, however, that a problem does exist in the overall area?

A Yes, I think we are agreed on that.

Q Now, if a problem does exist, will your brief to come forward in November have your solution for this problem?

A Yes, yes, it will.

Q Does your municipality have a planning department?

A We have an Interim Development Board at the present time. Since we withdrew from the Edmonton District Planning Commission we haven't established our own planning department as yet.

Q Do you have access to planning advice?

A Yes.

Q What or who is the planner?

A We are at the present time, where we require technical advice, are getting it from -- I don't want to embarrass the person we are getting it from,



A (Cont.)

but it is a chap that handled a lot of our work for the Edmonton District Planning Commission when we were a member there, and he is helping us on the side.

Q MR. ROBISON: Is he a professional?

A He has got a degree in town planning.

Q MR. ROBISON: Does he work in this area in other town planning development?

A That's right.

Q MR. McKENZIE: Well, from what you have said, I gather that you subscribe to the principle that it is desirable to plan within your own boundaries?

A It is desirable to plan, that's true.

Q If you feel it is desirable to plan within your own boundaries, don't you feel that it may be equally desirable to plan for a region where there are common problems?

A Yes, we will go along with you, but the only difference is that we probably don't agree on the way it should be planned, in the manner of the set up of the regional planning board.

Q Do you have any recommendations as to what might be done to improve the set up or effectiveness of the regional planning board?

A That's something that we will be covering in our next brief.

Q There will be specific recommendations?

A Yes, we haven't got that far yet.





(74)

Alfred Hawkins - McKenzie Ex.

- 835 -

Q From your experience as a member of the District Planning Commission for some years, you wouldn't consider it to be an effective organization, is that right?

A That's true.

Q THE CHAIRMAN: Mr. Hawkins, were you personally the representative?

A No, I believe, Mr. McKenzie when he says me, he means the District of Strathcona.

Q MR. McKENZIE: Yes.

A No, one of our councillors was our representative on the Board.

Q In answer to Mr. Moffat this morning on page 2 of your brief, about half way through the second paragraph it says:

"We find that the existing form of local government adequately and equitably provides for the orderly development of school and municipal services within the area."

In answer to his question you said you meant there the municipal district of Strathcona. Now, I got quite a different impression from reading it prior to this explanation because on the previous page you refer to the fact that the council feels that the existing boundaries of local government units within the metropolitan areas described in the Notice establishing the Commission are satisfactory and require no major amendment, and then in the paragraph in which the statement occurs that you explain, it commences by referring to the urban and

Alfred Franklin - MacArthur - 1941

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(75)  
Alfred Hawkins - McKenzie Ex.

- 836 -

Q (Cont.)

rural municipal areas of Alberta under study by this Commission, so later when it refers to the area, I took it for granted that that was the area under study by the Commission?

A I am sorry, answering Mr. Moffat I must have been referring to something else. I think when we make a statement we are referring to our municipal district, but that paragraph there refers to the whole Edmonton area, and that's the context of that paragraph.

Q Well, the whole impression left by this paragraph to me is that your municipal district considers that there is no problem because it says:

"We find that the existing form of local government adequately and equitably provides for the orderly development of school and municipal services."

and so on, within the area. Do I take it that what you are now saying really is a change of opinion from what is expressed in that brief, that there is a problem, but you feel that the amendment of municipal boundaries is not the answer to it?

A That's right, the problem has nothing to do with the -- or the -- boundaries of the various districts or towns.

Q Now, going back to the staff on your district again for a moment. I think you answered some questions from Mr. Moffat as to the political organization, as to how the council was distributed and so forth.



Q (Cont.)

Will you tell me about the employed staff, for instance, you mentioned you had an engineer?

A That's right.

Q Is he a full time employee?

A I mentioned this morning when I was talking about engineer, I wasn't referring to our regular engineer. We have a regular engineer that looks after the public works set up, he is a permanent employee. The engineer I referred to this morning was the Associate Engineering Service who engineer what we call our development program, that is water and sewer and other types.

Q That's a consulting firm of engineers to which you refer specific problems?

A That's right. We have an engineer for public works that is a permanent employee of the district.

Q Is he a civil engineer?

A Yes.

Q What sort of a staff does he have?

A At the present he has got two assistants under him.

Q Are either of them engineers?

A No.

Q They are more or less works foremen?

A That's right, that is, with him, and in addition to that we have a foreman of our outfit, the outfit itself that does the construction work, a construction foreman.

Q This planner to whom you refer questions is not a



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Alfred Hawkins - McKenzie Ex.

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Q (Cont.)

full time employee of your municipal government?

A No.

Q He is referred to on a consulting basis whenever you feel you require advice?

A That's right.

Q Do you feel that your existing staff of this nature is adequate to handle the problems of an urban area?

A Quite frankly, no, we will have to take on extra staff as the growth continues. We have had to do that right along, and I think it won't be long before we will have to have a full time planner and maybe even another full time engineer. That is something that -- see how things progress.

Q Even with these accretions do you feel that you would be as competent to look after the urban area within your boundaries as the extensive staff that the City of Edmonton now has would be able to deal with the same problems?

A Yes, I think we would.

Q Now, I was interested in your remarks this morning about your powers of local self-government. As I said to one previous witness, my concept of the three main Acts providing for municipal self-government is this; that the Municipal Districts Act was designed and primarily intended to cover purely rural areas. They have all sorts of powers relating to rural problems which cities do not have. Then in the course of normal evolution as density

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Q (Cont.) increases, you find little collections of houses, ten or more, which constitute a hamlet, and as that increases, it becomes a village and then a town.

When it becomes a village or town, the Town and Village Act applies, and then as the density increases beyond that, the City Act becomes applicable, which has, to my recollection, a host of powers that neither towns nor villages nor M.D.'s have.

Now, just in that connection, there were a few sections which were referred to this morning in connection with the supply of electric light, power, water and gas. What powers has the municipal district got?

A Well, with regard to power and light, we have the right to issue a franchise. That has actually never been done. Calgary Power has been granted a franchise by the Public Utility Board covering the whole area out there, and they are supplying light and power in that area.

Q So that, as a matter of fact, your municipality doesn't operate power, water or sewer services except by means of franchise?

A No, we can run our own water and sewer system. We do run our own water system, our own water transmission line. We have a line that is serving industry right now.

Q Where does water for that transmission line come from?

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A We buy it from the City of Edmonton.

Q And why is that done?

A It's a long story, but I will make it short.

When we first went into this matter, our engineer drew up plans for a water intake on the western -- pardon me, on the eastern side of the City of Edmonton within our municipal district. We found there that the water after leaving the City was in such a state that it was impossible for us to use it even with a filtering plant. So in order to get things rolling, we buy water from the City, and, I have plans on the board right now; engineers working on it of getting our own water filtration plant west of the City; that is, in our district west of the City, and we will pipe it from there around the City on the southern -- the northern part of our district into the area where it is needed.

Q You mentioned this morning that there was a bus service in your area operated by Diamond Bus lines?

A That's right.

Q Is that bus service established under Section 426 of your Act?

A That's right.

Q Which says:

"Subject to the approval of the Minister, the council of a municipal district designated by the Minister as a semi-urban municipal district may by bylaw enter into a contract with any person to supply bus service in any part or parts of the district."

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Q (Cont.)

You don't have any direct power to provide bus service yourself?

A Just under this section of the Act.

Q Yes, by contract. You mentioned this morning that there was a monthly deficit of about \$1800.00 which your municipal district is now paying?

A That's right.

Q Isn't that a form of bonusing which is prohibited by your Act? I believe the Act prohibits the bonusing of any business or industry?

A I wouldn't call it a bonus, it might be called a subsidy.

Q MR. BLACKSTOCK: What is the difference between those two, Mr. Hawkins?

A You got me.

Q MR. McKENZIE: Would the Diamond Bus line be prepared to continue this service without this bonus or subsidy?

A Well, that's a question that should be directed to the Diamond Bus line, I don't know.

Q Would you care to hazard a guess?

A They might be if it remains in our area, because that area is going to grow, and in time it won't be necessary to subsidize it or bonus it, as you call it, it will be on its own feet. We are doing that now to get the thing started.

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Alfred Hawkins - Mr. Robison Ex.

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MR. ROBISON QUESTIONS THE WITNESS:

Q You mean they would be prepared to carry on and lose \$1800.00 a month?

A If they could see in the not too distant future that they would have a good source of revenue, I think it might be good business for them to do that.

Q That's just speculation on your part?

A Yes, just a speculation.

Q MR. McKENZIE: How do the taxpayers of your M.D. as a whole regard the subject of a bonus for a bus line in one small section? If the taxpayers at large are to benefit, shouldn't your municipality at large benefit from it?

A I have never heard any ratepayers criticize us for doing it. I think that's the only answer I can give. They know we are doing it. We publish a record of our minutes in a newspaper that is distributed, they all know it is going on and we have never had any opposition to it.

Q MR. DAVIES: Mr. Hawkins, where does that bus service commence and where does it run out to and then come back to?

A The actual route, I believe, the main part starts at the Union Bus Depot and goes over the Dawson Bridge out to the industrial area; another bus starts at the corner of 109th Street and Whyte Avenue and runs out to the industrial area and through the Strathearn area and then to the industrial area.





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Alfred Hawkins - McKenzie Ex.

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Q MR. DAVIES: Is that an hourly service?

A No, the service depends on the shifts, it is built around the shifts of the various plants. So that there is peak buses when there is peak loads. They have extra buses on at certain times.

Q MR. McKENZIE: So that the bus service really is for the purpose of carrying workers from the City of Edmonton to these plants in your area?

A Except that the residents that live out there can use it if they so desire.

Q You mentioned this morning that a municipal district doesn't have power to assess local improvement taxes?

A That's right.

Q Can you provide local improvements?

A By bringing the -- with approval of the Minister, bring the Town and Village Act into force in part of the municipal district, we could.

Q Now, what section is that, please?

A I was just saying this morning --

MR. BLACKSTOCK: 320.

A Of the new Act?

MR. BLACKSTOCK: Yes. You better get it interpreted properly before you start giving too much evidence on it, Mr. Hawkins.

Q MR. McKENZIE: Now, 320 says:

"A council with the approval of the Minister may pass a bylaw for a hamlet that a village council can pass under the provisions of The



Q (Cont.)

"Town and Village Act.

Any bylaw so passed has force only in a hamlet in which there are more than ten buildings used in whole or in part as dwelling places."

A That's right.

Q Is this industrial area a hamlet?

A We have never asked for that power yet, and we wouldn't ask until we had the necessary residential hamlet established.

Q MR. BLACKSTOCK: But the question was, is this industrial area a hamlet?

A No, no.

Q MR. McKENZIE: Now, if a local improvement is to be made and debenture borrowing is to take place, the approval of the Board of Public Utility Commissioners would be required?

A That's correct.

Q And a condition precedent of such approval is the passage of a bylaw by the ratepayers?

A That's right.

Q Would Strathcona experience any difficulty, for instance, in providing a sidewalk in a very small area of its municipal district, getting the approval of the ratepayers as a whole?

A If the facts of the case were presented to the ratepayers, I would say no. We have passed the bylaws already for the water transmission line, and both

12th Nov 1921

Dear Sir

I have the pleasure

to acknowledge the receipt

of your letter of the 10th inst.

in relation to the above

mentioned matter.

I am sorry that

it is not possible to

supply you with the

information required.

I am, Sir,

Yours faithfully,

J. H. [Signature]

Yours faithfully,

[Signature]

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[Signature]

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Yours faithfully,

A (Cont.)

passed with very overwhelming majorities throughout the whole area.

Q MR. BLACKSTOCK: Is that because your water system was based on the knowledge that the money received from consumers of water would carry the whole system including the amortization of the capital debt?

A I would say partly, yes.

Q MR. McKENZIE: In fact, the debentures created from that water system are not a charge against the ratepayers as a whole?

A No, I pointed that out this morning, that is a charge against the water line itself.

Q In the case of local improvements such as a sidewalk in which there would be no revenue, there might be a different result?

A There might be. I think we know our ratepayers fairly well, and I still think they would be in favor of it.

MR. BLACKSTOCK: I will tell you this, Mr. Hawkins, that if I was still Chairman of the Public Utilities Board, I would never approve a bylaw purporting to create a local improvement because I don't think you have the power to do it. You can pass with the approval of the Minister, a bylaw that a village council can pass.

A That's right.

MR. BLACKSTOCK: That is, they can just pass it and that's the beginning and that's the end, but your



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MR. BLACKSTOCK: (Cont.)

other bylaws creating debts and local improvements require a lot more than approval of the Minister; they require the approval of the Board and a vote of the ratepayers?

A That's right, they have to be approved by both.

MR. BLACKSTOCK: These are simple bylaws like health or police or fire or something of that kind, that is, any power that a village has that you don't have, you could exercise that power with the permission of the Minister. I have forgotten what all the powers are.

Q MR. McKENZIE: Does the M.D. of Strathcona maintain a fire department?

A No, sir.

Q I was just looking at Exhibit 50E which is a list of agreements between the City of Edmonton and parties outside Edmonton.

I notice that item 4 is an agreement between the City of Edmonton and Canadian Chemical whereby the City agrees in case of fire to furnish fire protection to Canadian Chemical plant at Clover Bar approximately ten miles east. The necessity of that agreement between the City of Edmonton and Canadian Chemical arose from the fact that you don't have comparable fire protection to Edmonton's, I presume?

A That is correct.

Q Item 6 on this list is an agreement between the City

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Q (Cont.)

of Edmonton and the M. D. of Strathcona, number 83, whereby the City agrees to supply water to the M.D. of Strathcona at rates of flow set out in the agreement.

You have partly explained this already, the necessity for it. I was just wondering, does your M.D. have power under the present M.D. Act to instal a pumping plant and all the rest of the things that are necessary for such a system?

A We believe we do. Our bylaw for our reservoir was approved by the Utility Board.

Q Partly because it too is to be self-sustaining and the debentures are to be borne by the revenue from your water utility?

A That is true, but at the same time I don't think they would have approved our bylaw even that if it had been an illegal bylaw to start with. I think that they would see that we had the necessary powers to pass the bylaw in the first place.

MR. BLACKSTOCK: There is no doubt about that, Mr.

Hawkins, you have the power to do that, with the approval of the ratepayers.

Q MR. MCKENZIE: Item 10 is an agreement between the City of Edmonton and Clover Bar Co-operative Farmers and Salisbury Co-operative Farmers providing for supply of electrical energy by the City. Would you have any comment as to the necessity for that agreement?

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of the same kind as the one which was  
the subject of the letter of the 14th inst.  
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Hawkins, you have the power

approval of

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Alfred Hawkins - McKenzie Ex.

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A That is a private co-operative that was started up in the Clover Bar-Salisbury area whereby they buy the power from the City in bulk and distribute it among their members. I don't know anything about the agreement at all, I just know they are doing it.

Q Partly it arises from the fact that you do not presently distribute power in your area, and people who want power, have to rely on the City utility?

A No, they can get Calgary Power if they wanted to.

Q Yes, but some organization other than the municipality must be the source for such things which are normally provided by the urban governing body in an urban area?

A -- I don't think all cities supply power within their own areas. We have, like, Calgary Power in our area. I believe the City of Calgary also uses Calgary Power.

Q Now, going on to other forms of utility, I have noticed in the City Act and I have been unable to find it in the M.D. Act, the City Act has power to compel connections to water and sewer service. The obvious reason is public health in a densely settled area if outdoor sanitary facilities persist, there may be some danger from the point of view of public health. At present in the M.D. Act no such power exists?

A No.

Q Item 13 in this list of agreements: the City of



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Alfred Hawkins - McKenzie Ex.

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Q (Cont.)

Edmonton and Canadian Industries Limited, fire protection to C.I.L. premises located one and one half miles east of city limits on highway 16.

The same remarks would apply as to the other ones?

A I would like to make a comment on these agreements with regard to fire. There is one agreement that doesn't show in there, is that we have an agreement with the City Fire Department whereby it goes to any place in our district where there is a call, and we pay the bill.

Q Arising also from the fact that you do not have urban facilities in a rural municipality?

A That's correct at the present time.

Q MR. HAYES: Have you an agreement that is not listed in this list?

A We have been paying the bills right along.

Q MR. HAYES: Why haven't you got it?

MR. GARSIDE: We were unable to find it. There might be some sort of an arrangement. I think he is quite right in what he says.

Q THE CHAIRMAN: Mr. Hawkins, that statement of yours, anywhere in the district, what do you mean by the district? You don't mean anywhere in the municipality?

A Anywhere within reason, in other words, why this came about, several years ago there was -- we have always told the City Fire Department if they get a call from our district, don't argue, go out there



(89)  
Alfred Hawkins - McKenzie Ex.

- 850 -

A (Cont.)

and worry about who is going to pay for it later. There was a bad fire south and west of town where, I believe, two children were burned to death. I don't know the whole story, but eventually somebody phoned up the City Fire Department and the City Fire Department said "No, that's outside the city, we are not going", so after that we definitely made it understood to the City Fire Department that we would pay the bill, and I have got two bills in the mail yesterday morning for calls outside our area, and they are very substantial, about \$150.00 minimum.

Q MR. DAVIES: When you say you have an agreement, Mr. Hawkins, as I understand it, you don't mean you have a formal agreement in writing, you mean you have an understanding?

A I believe there is an agreement, but as Mr. Garside says, he can't find it, and I don't know where it is.

Q MR. HAYES: It is an agreement, you have agreed to pay and they have agreed to give you the service?

A That's right.

Q MR. HAYES: It's an agreement.

Q MR. McKENZIE: Items 13 and 14, 15 and 16, in this list are other specific agreements within your municipal area for fire protection from the City?

A I believe they are all individuals and companies. They weren't entered into by our municipal district, but by private individuals.



(90)

Alfred Hawkins - McKenzie Ex.

- 851 -

Q What is the total value of the personal property assessment in Strathcona?

A For '53, \$3,678,961.00, I make a comment that that would be considerably less this year.

Q What causes the reduction?

A Mostly the passage by the provincial government of the new Act which licenses mobile equipment. In other words, we don't assess that any more; it is licensed by the provincial government, we have a lot of that.

Q And that same Act is probably what is working the hardship in Leduc?

A Not so much that Act. That Act has a certain amount to do with it, but the big problem in Leduc is that the oil rigs are moving out to other fields.

Q THE CHAIRMAN: Don't you receive a share of those license fees, Mr. Hawkins?

A We do. We haven't received them yet. I understand that they are split up amongst the districts in comparison to the number of days this equipment works, and we get that, in fact, we will get 1953's share in 1954 and so on. There will be a certain time lag.

Q MR. McKENZIE: It's mostly road equipment?

A Mostly road equipment.

Q MR. DAVIES: Does that also apply to geophysical equipment?

A Yes, and seismograph rigs.

Q MR. DAVIES: But not to the actual drilling derricks



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Alfred Hawkins - McKenzie Ex.

- 852 -

Q (Cont.)

on an oil well that is being drilled?

A No.

Q MR. DAVIES: Or gas well?

A They are still assessable by the municipal district as personal property.

Q MR. McKENZIE: Included in the personal property assessment would be the tank batteries and pumps and so forth at wellheads?

A The parts that are assessable, certain parts aren't assessable under the Pipelines Act. The assessor would have to bring you up on that, but parts are assessable and parts aren't.

Q Would you care to make any comment at the moment on the present status of Campbellton as far as your municipal district is concerned?

A Only that we have, I say "we", the council of the interim development board of our municipal district has approved the plan submitted by the promoters of Campbellton and that we are waiting for them to start, which, I don't believe they will be starting this year on account of the lateness of the year. They hope to make an early start next spring.

Q There are no further legal barriers in the way to the establishment of this municipal unit?

A Only as far as the provincial planning advisory board is concerned, they have to still approve the plan.

Q The plan of subdivision?

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My

Dear Sir,

Dear

My dear Sir,

I have the honor to acknowledge the receipt of your letter of the 10th inst.

and in reply to inform you that

the same has been forwarded to the proper authorities for their consideration.

I am, Sir, very respectfully,

Yours truly,

Wm. Lloyd Garrison

I am, Sir, very respectfully,

Yours truly,

Wm. Lloyd Garrison

I am, Sir, very respectfully,

Yours truly,

Wm. Lloyd Garrison

I am, Sir, very respectfully,

Yours truly,

Wm. Lloyd Garrison

I am, Sir, very respectfully,

Yours truly,

Wm. Lloyd Garrison

I am, Sir, very respectfully,

Yours truly,

- A The plan of subdivision, but we are not, frankly, we are not looking for any more legal barriers.
- Q And in your present view, Campbellton would not be an autonomous self-governing unit, it would simply be a hamlet within your municipal district?
- A That is right.
- Q And you would provide within the limits of the hamlet all services?
- A That's right.
- Q Do you visualize any industries locating there?
- A We have zoned a part of the land around the proposed town of Campbellton for industry.
- Q Does Campbellton conform with the requirements of a satellite town as viewed by the District Planning Commission?
- A To be honest, I don't know if I can answer that question, I don't know what they call a satellite town. They are sometimes very vague in what they say, they say they want a satellite town and the next thing you know, they are opposing it, and, I don't know.
- Q What was the main difference of opinion between Strathcona and the Planning Commission over this particular town site?
- A -- You mean just over the proposed town site?
- Q Yes?
- A Our council felt that the matter of Campbellton should be an internal matter for our municipal district, and after the Commission as a whole, that

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is, the members of the Commission representing the surrounding municipalities, the towns, City of Edmonton, and that, had voted in favor of Campbellton, the Planning Commission's staff still, deliberately or undeliberately, we are not saying, put barriers in the way every time we wanted something, they would say it would take years before they could get that done, but, I put it in a nutshell, I would say that our council felt that it was an internal matter for our own council, the representative of the ratepayers of our district, to settle these points and not for the Edmonton District Planning Commission.

Q Going back to this question of planning, you said you subscribed to the theory that planning within your own limits was desirable, and I think you also said you thought planning on a regional basis was also desirable, but that the Planning Commission as it existed didn't meet the requirements that you felt it should, is that correct?

A We don't think it did as far as our district was concerned, no, no.

Q If all of the municipalities involved in a region approved of a plan for the region which conflicted with the interests of one member of the region, such as, for example, your own, what is the view of your municipality on what should be done under those circumstances, do you feel that it should be left





(94)

Alfred Hawkins - McKenzie Ex.

- 855 -

Q (Cont.)

to municipal self-determination?

A I believe very strongly that way. Now, I might be prejudiced, having worked so long in municipal districts, but I believe that the representatives of the people having the interests of the people at heart, they know what the people are thinking, and I believe it's true democracy that those people should have the say in the matter, and in regard to the other people having a say, we had a certain amount of friction from other districts thinking probably that Strathcona was getting too much of the industry and that the Planning Commission should take steps to have industry diverted another way.

Q Now, the Regional Planning Commission was to a certain extent a democratic organization in that it had memberships from most of the areas included in the region; Strathcona had a voice in the Commission, and notwithstanding the expression of Strathcona's opinion, the District Planning Commission came to a different conclusion. You feel that it is undemocratic that the will of the majority should prevail or you feel it more democratic that one district should have the right of self-determination where its interests conflict with the whole?

A I don't think there is any conflict there with democracy at all, the will of the majority in this case -- I don't think was the will of really the interests of the people. In other words, some of

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Alfred Hawkins - McKenzie Ex.  
Blackstock Ex.  
- 856 -

A (Cont.)

the districts on that Commission didn't know the full circumstances regarding the proposed town of Campbellton. They opposed it because they thought it was -- it might hurt their own locality.

MR. BLACKSTOCK QUESTIONS THE WITNESS:

Q That being so, someone must have failed in their duty of explaining to them the full circumstance. Who failed in that duty?

A I don't like to say this, but probably the technicians of the Planning Commission were prejudiced against Campbellton to start with. Now, I am making the statement --

Q Now, let's stay with what you were asked and not get on tangents, your statement was that the other people, the majority had not been fully advised as to the circumstances. I think that's it?

A Yes.

Q Who fell down in their duty in failing to advise them of all the circumstances? Surely it was part of your duty, was it not, I mean, your council's duty?

A Yes, that could be true.

Q Can you blame them, can you blame people from coming to a decision on the pertinent facts before them when there were other facts known to your council that were not communicated to the majority?

A (No reply).

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MR. McKENZIE: Mr. Chairman, I have no further questions at this time. There will undoubtedly be further ones when the main brief is presented.

Q MR. BLACKSTOCK: You haven't answered my question yet.

A I beg your pardon?

Q I wasn't making a speech, I was asking a question.

A I am sorry, sir. We might have fallen down a little bit there, that's true, but I still think that the technicians whose duty it was to present the case to the metropolitan commission board in its entirety perhaps didn't present the case in the full light of the events, in other words, I think they might have been prejudiced against the town site to a certain extent. They didn't give full benefit to our side of the question and I believe that a lot of the members of the board took more notice of what the planning technicians said than they did of what our representative on the board said.

Q Of course, as a rule when people consult a lawyer or doctor, they generally do what he tells them because he knows better than they do. Isn't that the position of the planning board?

A With regard to certain things, yes, with regard to local conditions, no.

THE CHAIRMAN QUESTIONS THE WITNESS:

Q Mr. Hawkins, I am very much interested in this point



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(97)  
Alfred Hawkins - Chairman Ex.

- 858 -

Q (Cont.)

that you raised, just as a matter of principle. You, I thought subscribed to the general principle that a District Planning Commission on which all the areas surrounding a city would be represented or are represented, is a good thing, is that right?

A To a certain extent.

Q You must have thought so?

A Yes.

Q At least your council must have thought so or you wouldn't have belonged to it for the three and a half years or whatever length of time it has been. Now, I must say that following the suggestion of Mr. Blackstock, I think that the council has acted very consistently in as soon as a question arises which doesn't seem to meet the wishes of the council or the local people or somebody, that it should withdraw. It seems to me that it might have used some other machinery for doing this and still, if you were to follow this thing through, you wouldn't have a planning commission more than one year.

A One thing, Mr. Chairman, I don't, if I give the impression, which I don't mean to do, that we withdrew from the Planning Commission on account of Campbellton, that is absolutely wrong, we didn't, there were other reasons.

Q MR. BROWNLEE: I wonder if I might ask Mr. Hawkins, is it not a fact that the majority of the Commission members approved Campbellton?



(98)

Alfred Hawkins - Chairman Ex.

- 859 -

A Yes, I brought that out, the majority of the members approved Campbellton, but at the same time their technicians still worked against it.

Q MR. ROBISON: Was there any feeling among your council or yourself that this planning commission was a sort of an ivory tower business and they were too theoretical? You went into it not knowing fully what it was all about, and then when you found out what it was all about, you are up to a point, you felt that they were too theoretical, too abstract in their approach, and not giving due weight to your situation, is that your thinking?

A I think that's true, I might say, there were other reasons, but, I mean, they had that interference in local affairs throughout our existence in there, they were always doing something. We considered withdrawing several times, and we cooled off and stayed in.

Q They were butting into your affairs?

A They were butting into our affairs, that's what it amounts to.

Q THE CHAIRMAN: Mr. Hawkins, I didn't intend, what I said, to prolong a discussion of the situation as regards Campbellton at this time?

A I wanted to make it clear because I believe I saw something in the press that the reason that we withdrew from the Planning Commission was on account of Campbellton, and that's not correct. There were other reasons as well.

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Alfred Hawkins - Chairman Ex.

McKenzie Ex.

- 860 -

Q And I want to ask you one other question. Are there any other proposed developments within the municipality of Strathcona in any way similar to Campbellton?

A Not definitely at the present time. There are a good number of smaller developments on the small holdings scale, that is, the two, three and four acre set-ups.

Q But none comparable to --

A Nothing comparable to Campbellton.

Q I got the impression yesterday from something you said that there might be other major developments somewhere in your area that might be comparable to this, but perhaps on a smaller scale?

A We hope that when we get sewer and water going in our area, that there will be other housing developments of a similar nature.

Q But there is nothing really in prospect now?

A No, not at the present time.

MR. MCKENZIE RE-CROSS-EXAMINES THE WITNESS:

Q Could you tell me what the probable size of the Bailey project will be?

A The Bailey project right now, on one side of the road it's practically the full quarter section, on the other side of the road, it's an 80 acre parcel.

Q Which would ultimately involve how many families?

A I think about eighty homes out there, about eighty homes when it is completed.



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Alfred Hawkins - McKenzie Ex.

- 861 -

Q And is there another project?

A There is one a little south of there that is started, what we call Whitecroft, that property is about thirty parcels of land and about thirty homes on there.

There is another one underway at the present time right at the corner of Salisbury corner which we call the Holbert subdivision. I imagine there will be about twenty parcels in there. That is under development now, and there is one on highway 16 south of Salisbury on -- a chap by the name of Ordze's land which is under development at the present time. The plans have been approved, but that is as far as it has gone.

There is another one on Section 14 towards, across the river from the Country Club on this side of the river. It is just a little different type of set-up, there are smaller parcels in there and there will be about, probably about forty parcels in there that is under development at the present time by the promoters. In other words, they are out selling the land and plans have been approved and they are out selling it.

Q That's Hillcrest?

A It is adjoining the Hillcrest subdivision.

Q What about the Hillcrest subdivision, what estimated population would you put in there?

A Well, Hillcrest at the present time is already split up into fairly large parcels and are privately owned.

July 1, 1914

Dear Sir,  
I have the honor to acknowledge the receipt of your letter of the 27th inst. in relation to the matter of the proposed extension of the term of the lease of the land owned by the United States.

The Department has considered the same and is of the opinion that the extension of the term of the lease for a period of five years is not in the public interest. It is the policy of the Department to grant extensions of the term of the lease only in cases where the lessee has made substantial improvements on the land and where the extension is necessary for the completion of the improvements.

In the case of the land in question, the Department is of the opinion that the lessee has not made such improvements and that the extension of the term of the lease is not necessary for the completion of the improvements.

Therefore, the Department is unable to grant the extension of the term of the lease for a period of five years. The lease will expire on the 31st day of December, 1915.

Very respectfully,  
The Secretary of the Interior

A (Cont.)

It's up to the individuals, they have to re-subdivide before there could be any more building in there.

Q This one that is adjacent to Hillcrest consists of lots which are little larger, if any, than city lots?

A They would be larger than city lots. I said the smallest -- they run up to about three acre parcels from an acre. The acre parcels are along the river, that is what we call the number one view property, and as they go back, they get larger into the small holdings set-up.

Q MR. ROBISON: I would like to see, Mr. Hawkins, myself, a list of your parcels and the projected housing on them, a list of the subdivisions, if you want to call it?

A We intend to put that in our final brief showing our breakdown of our residential set-up and how we think it will grow.

Q MR. DAVIES: You will name these subdivisions?

A We will give them the names, as the subdivisions go through now there is no names on them. We generally put our own on, so it doesn't mean much to an outsider. We could put down the land description and you could find it on a map.

MR. ROBISON: I would like to see that.

THE CHAIRMAN: Thank you very much. As a matter of fact, I think the Commission is not concerned about getting this discussion about these developmental areas into

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(102)  
Alfred Hawkins - McKenzie Ex.  
Moffat Ex.

- 863 -

THE CHAIRMAN: (Cont.)

your general evidence. We have got drawn into this but we would rather, at least, I am speaking now for the Commission only in the sense of the impression that I got before we came in here. They, of course, will speak for themselves if they want to follow this any more, but my understanding was that we didn't want to get into a long drawn out discussion of Campbellton or other projected developments at this stage.

MR. ROBISON: It is coming up in November.

THE CHAIRMAN: Yes, it will come up, that's what I understand, it will come up in your brief to be submitted later?

A That's right.

MR. MOFFAT: I am sorry, sir, what I had in mind, would we continue this discussion a little bit further?

THE CHAIRMAN: Yes.

MR. MOFFAT: One specific point, I think, might be well to clarify and it arises out of the question that was asked by Mr. Brownlee.

MR. MOFFAT CROSS-EXAMINES THE WITNESS:

Q I believe you said that this plan had been approved by the District Planning Commission?

A No.

Q Was the present plan approved by them or was it simply the general idea?

A The general idea. We weren't in the District





(103)

Alfred Hawkins - Moffat Ex.

Dr. Mayo Ex.

- 864 -

A (Cont.)

Planning Commission when the plan finally got to us, so, naturally, we approved it ourselves.

Q In other words, the present plan has never been submitted to the District Planning Commission?

A Yes, I think that's right, yes.

Q And if I can carry it one step further, the withdrawal was based on other considerations and the particular plan which is now in effect has never been before the Commission at all?

A The particular plan that is up at the Planning Advisory Board now, I don't think has been seen by anybody outside of our own municipal district.

Q Well, if I could go -- just one more question, Mr. Chairman? Is this the plan which is likely to produce a community of a first class residential quality or is it one that is likely to produce a community that will be another dormitory suburb that will not be able to support itself?

A Oh, no, it will be in our district, it will support itself with the rest of our municipal district.

MR. MOFFAT: Thanks.

DR. MAYO: Mr. Chairman, may I ask a question or two just to get something straight?

THE CHAIRMAN: Yes.

DR. MAYO QUESTIONS THE WITNESS:

Q You have been told, Mr. Hawkins, that when we were in Calgary we had evidence presented by Mr. Gardiner?

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A Yes.

Q Of the Conrich Municipal District, and his argument was that the municipal district is designed to be a rural local government area; he went so far as to say this; he was asked whether, if he had some of the industrial development in his rural district, that that should also be incorporated into the City. His answer was, "we would go along with that quite definitely, we speak not idealistically, but we speak practically because we do have a rather expensive industrial development in the outer part of our district". Now, leading on from there and looking at the expenditures of the Strathcona M.D.; on such things as protection such as the protective services; garbage collection; recreation and community services; utilities, except for a water line which doesn't fall upon the mill rate; civil defence and so on; the ability to create debenture debts and make them a charge upon the mill rate.

Are you really suggesting that the Municipal District Act in your opinion gives you plenty of power to deal with a large urban area of five or ten or more thousands of people out there in town sites and residential developments along with the industrial area? Now, what I want to know is this; your firm opinion about the legal authority of the Municipal Districts Act to permit you to do all the things that you contemplate might be done by the M.D.?



(105)  
Alfred Hawkins - Dr. Mayo Ex.

- 866 -

A We have certain authorities now. If necessary --  
if we haven't got the necessary authority, we can  
go to the government and ask for amendments to the  
Municipal Districts Act.

MR. BLACKSTOCK: Mr. Hawkins, Dr. Mayo is asking about  
the conditions as they are today.

A As they are today -- .

MR. BLACKSTOCK: I will put it to you in a very simple  
few words. Is a municipal district under its  
statutory authority geared to handle an urban area  
effectively?

A I think we can.

MR. BLACKSTOCK: Pardon?

A I think we can.

Q DR. MAYO: Would you mind pointing to the sections  
in the Municipal Districts Act that give you the  
authority that you would need to deal with what is  
essentially a large town or a small city out in  
that area?

A In a small town --

Q Let's take your population of ten thousand or more --

MR. HAYES: Let's start in a small way.

A Section 274 reads:

"For the prevention or extinguishing of fires  
within the municipal district, a council may  
pass bylaws

(b) for the purchase of apparatus and  
equipment for extinguishing fire and  
preserving life and property from





A (Cont.)

" injury or destruction by fire."

That gives us, I think, full authority to --

Q MR. McKENZIE: Would you read clause (a) at the same time?

Q MR. BLACKSTOCK: I wonder if you could answer my question just "Yes" or "No", Mr. Hawkins, I am not seeking to impose on you the old question of "When did you stop beating your wife?", but I do want a plain answer of "Yes" or "No" to my question. It is quite capable of one or the other? Is a municipal district geared by its statutory authority to administer an urban area effectively?

A And I said I thought we could.

Q MR. BLACKSTOCK: You think you could. I wonder if that opinion is shared by other municipalities?

Q MR. HAYES: Who would answer that?

DR. MAYO: It was not shared by Mr. Gardiner, that is why I brought it up.

MR. HAYES: That is his opinion.

DR. MAYO: I have asked his opinion. Now, it seems to me that he ought to show some proof that the Municipal Districts Act is equipped to deal with all the functions that a city is equipped to deal with under the City Act. That's what it amounts to.

A Pardon me, we can't do that, no, not a city.

Q DR. MAYO: You are trying to provide all the utilities and other services including presumably



Q (Cont.)

the creation of debenture debt which might face you; you are trying to adapt, I suggest, to the Municipal Districts Act two functions which it is not equipped to deal with. I am putting that forward as a proposition?

A -- I don't think we can have the powers a city have, but we can have the powers a town or village can have, which is all we would ever want.

Q MR. BLACKSTOCK: You have got to get some more than you have now before you have that much, Mr. Hawkins?

A Under the Act if we have a hamlet, we can apply to the Minister to have that hamlet brought within the terms of the Town and Village Act.

Q MR. BLACKSTOCK: You mean under Section 320?

A Yes.

Q MR. BLACKSTOCK: I know, but that only says that you can pass bylaws which could be passed by the village council; that doesn't mean a village council cannot pass a bylaw creating local improvements with the permission of the Minister, they require a lot more than that, but the simple bylaws which do not require a vote of the electors, which can be passed by a village, can be passed by your council with the permission of the Minister, that is, bylaws that do not require the consent of the burgesses.

THE CHAIRMAN: I should like to take recess until three fifteen. I will extend it to three thirty then.

We all will bear in mind that we might spend



(108)

Alfred Hawkins - Dr. Mayo Ex.  
McKenzie Ex.

- 869 -

THE CHAIRMAN: (Cont.)

all the rest of this week talking about this question of urban development, therefore, if at all possible, let us save that until you disclose your plans for this in your later submission. Mind you, I am not saying that this is your fault, but I am asking you in your answers to bear that in mind.

A Thank you.

(At this point the Commission stood adjourned for fifteen minutes and reconvened).

THE CHAIRMAN: Now, we will resume the cross-examination, Mr. McKenzie.

MR. MCKENZIE RE-CROSS-EXAMINES THE WITNESS:

Q I just have one further question on this subject of powers of the M.D.

You were referring to section 274 as the power of the municipal district in connection with fire protection?

A That's right.

Q And how many clauses are there in that section?

A Three.

Q Three. Now, I am turning to the City Act where fire protection is dealt with in, by a peculiar coincidence, the same section number, 274. In that section the clauses instead of being (a), (b), (c), run from (a) to (o) covering the best part of two



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Q (Cont.) pages, followed by another section, 275, running from (a) to (c), and just to illustrate what might be in those sections by way of comparison, not only is there the clause (a) which corresponds with clause (b) in your Act, which is the purchase of apparatus, but it includes such things as compelling male adults for the time being in the city to assist in extinguishing fires; prevention of interference with efforts of persons engaged in extinguishing fires; prevention of erection or placing of any buildings within areas prescribed by the bylaw unless the main walls are made of brick, concrete or stone; the roof is incombustible, prevention of structural alterations to buildings if such alterations do not conform with fire regulations; the raising or removal of buildings placed in contravention of fire bylaws; regulation of construction of chimneys; inspection and supervision of wiring; regulation of lighting; disposal of ashes; appointment of a Fire Marshal; preventing obstruction of halls, aisles, passageways, alleys, or approaches in churches, theatres, halls or other places of public meeting; punishment for false alarm of fire; all of these things are powers which are not contained in the M.D. Act, the section dealing with fires, is that not the case?

A I didn't read the City Act, but I take your word for it.

Q What it boils down to this is, if the municipal



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(110)  
Alfred Hawkins - McKenzie Ex.  
Davies Ex.  
- 871 -

Q (Cont.)

district has all the powers that are required to deal with problems in an urban area, what is the necessity of having not one Act for all the province, but three?

A Of course, you are referring to the City Act there. I don't think we would want the powers of a city. I would like to read the Town Act with regard to fire regulations.

Q MR. BLACKSTOCK: The question was, and you haven't answered it, why do we require three Acts?

A I couldn't answer that. The government passed the Acts.

Q MR. McKENZIE: Don't you suppose, Mr. Hawkins, it might be because the administrative officers of the cities in order to adequately deal with urban problems have required special legislation which is contained in the City Act?

A That's right, that's true.

MR. DAVIES QUESTIONS THE WITNESS:

Q I have a few questions I would like to ask Mr. Hawkins.

Firstly, Mr. Hawkins, are you in a position at the moment to place on the record what assistance your M.D. has received under the Municipal Assistance Act?

A I have got the figures here, I have got them.

Q In each year?



(111)  
Alfred Hawkins - Davies Ex.

- 872 -

A Yes, I have got them right here. The only way I could put them on the record is to read them out.

Q For how many years, is it three years?

A Ever since -- three years, yes.

Q Would you mind putting them on the record?

A Yes. 1951, \$77,811.87; 1952, \$74,549.27; 1953, \$112,248.95.

Q Secondly, about this projected water line that the M.D. has in mind, I understood you to say that plans are under way for the river to be tapped above the City of Edmonton and for a water line to be constructed eastwards, south of the south boundary of the city at the present time, and thence north to enter into the present industrial area?

A That's right.

Q Can you tell me how many miles are involved in the erection of this line to get over to the industrial area, approximately, Mr. Hawkins?

A Oh, eight to ten miles. Eight to ten miles to where it hits our present line. I would point out that we are not doing this thing willingly, we are forced into it by the condition of the river.

Q Yes, I quite understand that. Have you to an estimate of the cost of that line?

A Our engineer is working on that, and I believe that he will be putting in, as part of our brief, will be a statement from our consulting engineers



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Alfred Hawkins - Davies Ex.

- 873 -

A (Cont.)

on the utility set-up.

Q Thirdly, this is a suggestion I want to make in connection with your brief that you file later. I would like to suggest that you should include in that brief a detailed statement of all municipal structures in the nature of fixed assets within the industrial area, indicating when they were erected and the cost of the same?

A Yes, I can do that.

Q That would include reference to that contract that was announced in the press three weeks or so, at approximately ninety thousand on a water plant.

I think the Commission would be interested in having that information.

One other thing, I was interested in your observations dealing with the proposal that there should be mandatory powers in any regulations that are now the equivalent of what the District Planning Commission exercises, or which might be possibly replaced, looking at what might be set up, if anything, to deal with the question of regional development. You know what I am referring to?

A Yes.

Q Mr. Hawkins, I am referring to anything that this Commission might see fit to recommend to deal with situations arising beyond whatever the corporate boundaries of the City of Edmonton are, and you

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Q (Cont.)

expounded certain theories there in respect to democracy and opposition to mandatory provisions, you know what I am referring to?

A Yes, sir.

Q I was thinking at the time that there are, for example, bylaws today that prescribe what size a garbage can has to be; what material it should be constructed of; that the lid has to be kept on it, and provides penalties if that bylaw is not abided by.

Now, of course, that bylaw is an invasion on your freedom and mine, but it is deemed to be in the public interest.

A Yes, that is true, but that bylaw is passed by the local authority, that's the point I am trying to make, that planning should be in the hands of the local authority, not in an over-riding body.

Q I was going to move one step, I was going to move from that, from the local authority to a larger authority. It would seem to me that there could be considerable force to the argument that the prevention of disorganized and ramshackle and haphazard development within a certain area without the boundaries of large urban centres such as Edmonton is possibly a more important matter. That's what I want to suggest to you, that it's a more important matter to be effectively regulated than is the size of a garbage can or whether or not the

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Q (Cont.)

lid should be left on. What do you think about that?

A That's true, but I still think it should be regulated by the local authority. Now, I don't think anybody could say that the fringe area in our area is a mess like, I think the word was used the other day, about certain things being a mess. The fringe area in our district is a well-organized and well-planned area.

Q Let's go a step further and let's suppose that there should be a population centre developed along the lines you have in mind, of ten thousand people; let us suppose it sets up fifteen thousand and then twenty thousand. One thing that is bothering me at the moment is this; this is beginning to sound much like what happened in Toronto quite a few years ago and finally reached the gigantic proportions that the Toronto metropolitan area has reached in recent years and has only been dealt with by several major operations in the last three years.

A I am not too familiar with the Toronto set-up to comment on it.

Q Let us suppose, Mr. Hawkins, that a population centre of fifteen or twenty thousand is set up just outside our boundaries, and another one gets set up to the west of Edmonton, and another one to the north of Edmonton and another to the south, and these population areas all get set up in that



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Q (Cont.)

manner just because each local authority thinks like the M.D. of Strathcona does now, namely, well, "We want to run our own show. This is a democracy and we are the people that are there on the spot and we are most concerned." Isn't that possibly, Mr. Hawkins, how the Toronto metropolitan area got into the mess that everybody agrees it did?

A -- I imagine that could happen, but we are, I presume that the local authorities would plan with that in mind, to stop anything happening, to hold the boundaries of these centres to a certain check; not let them get too big and not let them sprawl all over the country.

Q MR. ROBISON: Are you familiar with the history of other urban areas in this continent where similar problems that Mr. Davies has outlined, have developed, and what has happened?

A Not too much, not too much.

Q MR. ROBISON: Would you believe it if I said that it has led to chaos in a great many urban areas, complete chaos?

A I will go along with that, yes, I will agree with you there, if, because the right amount of planning wasn't done by the local authority, probably, isn't that it?

Q MR. DAVIES: Mr. Hawkins, is it because the right amount of planning wasn't done by the local authority or wasn't it because there were so many



Q (Cont.)

different local authorities that each was a law unto itself and no central body to weld them into one common plan, isn't that why?

A That's quite possible.

Q Would you agree that it is very highly desirable that there should be a common purpose among all the municipal authorities adjoining the boundaries of the City of Edmonton; that a certain common plan should be pursued beyond the boundaries of Edmonton for a fairly considerable distance?

A Yes, I have no objection to that. The only thing that I objected to was that executive powers be placed in the hands of the Commission.

Q Well, where do you think the executive powers should be?

A In the hands of the local authority.

Q Well then, if your theory is carried to its logical conclusion then, we would have executive powers in the hands of Strathcona; executive powers in the hands of Sturgeon; executive powers in the hands of Morinville; executive powers in the hands of Stony Plain. Don't you think that with all those different executive powers dealing with planning beyond the Edmonton corporate limits, that it's almost bound to give rise to confusion and an incoherent policy with the flux of time? In other words, would you expect, Mr. Hawkins, that such a set-up, that over a period of ten or fifteen years



Q (Cont.)

that any coherent common purpose policy would emerge from all these different municipal authorities, each being a law unto itself?

A Yes, I think they could arrive at a common purpose on their own.

Q Would you think that the experience of the Edmonton District Planning Commission suggests that, when it has only been in operation for five years and this Commission is told that the M.D. of Sturgeon seceded apparently merely because of a certain assessment of a certain tar and chemical or creosoting plant was withdrawn from its assessment roll?

A I don't think that is correct.

Q Well, in any event, you have to agree that the casualties of this Commission in its short period of existence have been very heavy?

A That's true, that's true.

Q And it was based on a voluntary set-up, wasn't it?

A Yes.

Q And it doesn't augur very well for the future of planning in the regional area beyond Edmonton's boundaries if it is to be on a basis where everybody can walk out when something happens they don't like, it doesn't augur very well for that principle of planning, does it?

A I think we would have to get at the reasons why the M.D. of Sturgeon and the M.D. of Strathcona





A (Cont.)

withdrew from the Commission.

Q Well, I am just leaving that thought with you, because we have a long ways perhaps to go yet, and a lot of material to listen to, and much as most of us dislike the compelling features of certain types of legislation, certainly the experience in the Edmonton District Planning Commission seems to me to be pointing up that you haven't any planning commission that is effective in regional development unless the members are going to be bound by the majority decision of the council at least?

A Well, in our brief we will be making the submission of what we believe how it should be constituted. I wouldn't like to say any more than that right now.

Q THE CHAIRMAN: You want to leave the impression with us that the Municipal District of Strathcona is still in favor of a regional planning commission?

A Yes.

Q THE CHAIRMAN: And you will outline what powers it should have; how it should be constituted and what powers it should have?

A Yes.

Q THE CHAIRMAN: In your opinion?

A That's right.

Q MR. DAVIES: One other remaining thing, and I am sorry I seem to come back to this all the time



Q (Cont.)

but it is alarming me more the more I hear about it, and that is the assessment in this area and the general effect it produces on the total Edmonton area.

Now, your assessment in the M.D. of Strathcona has gone from seven million two hundred thousand in 1947 to twenty-one million by the end of 1953, and with what information was given this morning as to three further tentative assessments of seventeen million and three million five hundred and seventy-five thousand. I will just leave the figure at that. There are two plants now in the course of assessment in your area and those two plants alone have a prospective assessment of twenty million and a half. In addition, these two plants alone is going to practically double your total assessment of twenty-one million for your entire municipal area, and to start with, in 1953 it is 300% higher than it was in 1947?

A That's right.

Q Now, these are very staggering figures to me as a member of this Commission, Mr. Hawkins, and it seems to me that when we come back here in November, that you will take cognizance of the fact that these figures are so staggering and introduce such an imbalance in the assessment in this year, thinking in terms of Beverly and Jasper Place and Edmonton, that I would hope that

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Alfred Hawkins - Davies Ex.  
Robison Ex.

- 881 -

Q (Cont.)

your council would come forward with some proposals about what might be done to remedy this situation?

A I can assure you we will be submitting definite proposals.

Q Certainly if this situation continues and nothing is done about it and this Commission makes no recommendations about it, it would look to me as if it might ultimately result in a mill rate for school purposes of possibly only three or four mills being in existence in your area. Could you contemplate that?

A I don't think it would be that low.

Q Would you agree with that proposal?

A The mill rate might be low, but I doubt if it will be as low as three mills.

Q Well, it has come down to twelve and a half, is it?

A I am quite -- we are safe in saying that the school mill rate will be up next year. We took advantage of an unusual situation this year in that the requisition was based on our last year's assessment, and we are using this year's assessment for taxation. Next year our assessment will be based on this year's assessment which will be quite a boost.

MR. ROBISON QUESTIONS THE WITNESS:

Q I want to pursue a thought there, Mr. Hawkins. I appreciate the way you are trying to give your evidence.



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1. The first part of the report is a general statement of the purpose of the study. It is to determine the effect of the treatment on the growth of the plants.

2. The second part of the report is a description of the materials and methods used in the study. It includes a list of the plants used, the treatment applied, and the methods used to measure growth.

3. The third part of the report is a presentation of the results of the study. It includes a table of the data and a graph showing the growth of the plants over time.

4. The fourth part of the report is a discussion of the results. It compares the growth of the treated plants with the growth of the control plants and discusses the possible reasons for the differences.

5. The fifth part of the report is a conclusion. It summarizes the findings of the study and states the author's opinion on the effect of the treatment on the growth of the plants.

Q (Cont.)

The total assessment from the City of Edmonton financial statements and reports, 1953, have been \$198,000,000.00. Now, computing your assessment in 1947, your total assessment at about \$7,000,000.00, taking your total assessment in 1953 at twenty-one million, and going into that extra assessment that Mr. Davies referred to, giving you a total of about forty million, or subtract the seven million from forty-seven, which we assume to be what you have basically out there without this industrial area, leaves you \$33,000,000.00, right, that's approximately?

A Yes.

Q Now, that all happened in a period of about six years. Now, on the basis of what is projected out there, what has been going on out there, it seems very striking to me that within ten or fifteen years it is almost conceivable that your assessment in that area of 7372 acres now, your total assessment could be within striking distance of the assessment of Edmonton, couldn't it, if it keeps on?

A It is possible.

Q Yes. Now, another one, do you have any idea of the size of the City of Edmonton in acres?

A No, I have heard it, but I couldn't tell you.

Q Isn't it around fifteen to sixteen thousand acres? The size in acres of the City of Edmonton, what is it?

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Alfred Hawkins - Robison Ex.  
McKenzie Ex.

- 883 -

MR. MOFFAT: Well, the total area of water and everything is about forty square miles, forty-one square miles, twenty-five thousand acres roughly, that includes water and everything.

Q MR. ROBISON: Water and everything. The figures I read at noon then were incorrect.

You have got an area here now, this so-called industrial area is seventy-three hundred acres, seventy-two acres out of 343,000 acres. I may say that I have been particularly struck by this discussion we have had about the use of this Municipal Act to encompass the problems arising in that 7372 acres. They don't arise in the other three hundred odd thousand acres. But, again, I want to say, Mr. Hawkins, I have appreciated the way you have given your evidence.

A Thank you.

MR. MCKENZIE RE-CROSS-EXAMINES THE WITNESS:

Q Just arising out of that last discussion. Putting it in terms of per capita assessment would be an interesting figure, Mr. Chairman. Will you correct me if I am wrong? Edmonton has a population of approximately 200,000 people.

MR. MOFFAT: 197,000.

Q MR. MCKENZIE: To keep it in round figures, it will have an assessment of roughly two hundred million?

MR. MOFFAT: Yes, roughly.



(123)  
Alfred Hawkins - McKenzie Ex.

- 884 -

Q MR. McKENZIE: And Strathcona with a present population --

MR. MOFFAT: Not quite two hundred.

MR. ROBISON: One hundred and ninety thousand, according to these figures.

Q MR. McKENZIE: Strathcona with a present population of --

A I would like to explain that, I would like to do that before --

Q -- about seven thousand people?

A We think it is more than that. The financial statement form asks us to use a 1951 census figure. We think the district has grown considerably since then. We have no reliable figure, they haven't a full census.

Q Suppose we said ten thousand, would that allow sufficient?

A I think that would be closer than seventy-one hundred.

Q And an assessment by the end of the forthcoming year, probably about forty millions?

A Right.

Q It gives a rather interesting light on per capita assessment.

Q MR. DAVIES: Mr. Hawkins, you mentioned during your discussions with me a few moments ago that some special circumstances arose that gave rise to this twelve and a half mills for school purposes. I wonder if you would mind explaining that?



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A Yes. We are required by the Municipal Districts Act and the School Act to file with the Secretary of the School Division as soon as possible after the end of the year a statement giving our assessment as at December 31st of the year that just passed. In other words, in this case it was December 31st, 1953. Now, that is actually not the exact assessment that is shown on our financial statement. It is adjusted by taking out of the personal property any assessment that relates to stock in trade. That doesn't amount to an awful lot, but it amounts to something, so that you couldn't make them the same, and then the School District prepares its budget. After the budget is prepared, they take off their revenue other than taxation, to arrive at the amount they have to requisition their local authorities. They do that, so that your requisition relates to the total requisition the same percentage as your assessment relates to the total assessment.

Now, this last year our reported assessment was around twenty-one million dollars, which meant that our requisition for this year is \$500,613.00, but when we got to make up our own budget, our assessor reports that we have an approximate assessment in this year of around forty million dollars, so that we actually tax on that basis.

Now, next year we will have to report the actual figure for this year, which was around

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\$40,000,000.00, which means even if the school requisition remains the same in total, that our share will be up. Therefore, unless our assessment goes up considerably, we will have to have a higher mill rate to raise the amount of money.

MR. MOFFAT: Is that satisfactory? I might take a shot at an explanation?

MR. DAVIES: I would prefer it.

MR. MOFFAT: Taking it in round figures, the Clover Bar school expenditures are calculated, and that is divided between Strathcona and the rest of the area in proportion to 1953 assessments, which means that Strathcona pays about half of the assessment. That total figure going against this year's assessment in Strathcona produces the mill rate of twelve and a half, but next year with this new assessment in, instead of getting half of the total of Clover Bar, it will take roughly two-thirds of the total of Clover Bar. It will still not have any extra assessment in their own municipality compared to what they have this year, consequently they will get a higher mill rate within their own area.

Q MR. DAVIES: Of course, the other side of the picture comes in. If the assessment of the other areas that compose the school district remain the same, this increase in assessment here is used to grant a reduction in taxes to the town of Leduc; the town of Fort Saskatchewan; to Calmar, and the other outlying areas.



MR. MOFFAT: That's right, to the extent that Strathcona is up, the others are down.

Q MR. DAVIES: In other words the benefits of the higher assessment, Mr. Hawkins, if the area remains the same, the benefits of the increased assessment in the M.D. of Strathcona are going to accrue to school wives, to schools in areas a considerable distance removed out from this area, that's right?

A That's true, that's true, yes.

Q MR. DAVIES: There was one other thing. You mentioned about the personal property tax. I suppose we will be dealing with this in greater detail with the assessor, but just in passing, am I correct in presuming that you levy a personal property tax on petroleum products that are stored in tanks on the various refinery properties?

A The assessor can answer that better than I do. That is what we call the stock in trade portion of the personal property tax. I believe it's on the actual refined products, it's on the finished products, not on the raw crude.

Q MR. BLACKSTOCK: How is it apportioned during the year, Mr. Hawkins, the raw product is coming from the refinery and going out on trucks day by day?

A They give us a breakdown of the -- correct me if I am wrong -- a breakdown of the total refined products that go through the refinery in a year, and we divide it by twelve. It's a monthly inventory, we divide by twelve to get the monthly



and the fact that the Commission is not a permanent body.

It is also a fact that the Commission is not a permanent body.

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Alfred Hawkins - Robison Ex.

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A (Cont.)  
inventory.

MR. ROBISON: That's in the Act, isn't it?

A Yes, that's in the Act, Assessment Act.

MR. ROBISON QUESTIONS THE WITNESS:

Q I would like to ask this, this is just changing  
the subject, but it has been in my mind.

You issue permits for buildings out there?

A Yes.

Q For construction?

A That's right.

Q Have you any record, any information on the total  
value of these permits covering these Interprovin-  
cial Pipeline, Trans-Mountain, B.A., Imperial Oil,  
Chemical and so on, what the total value of these  
permits in the last six years is? Your assessment  
is going to be up to about \$40,000,000.00. What  
is the total value of those permits?

A When we issue a permit, we don't ask for the  
finished value, we don't put that down. We never  
ask for that either in an industrial plant or in a  
residential building.

Q What do you get?

A They give us a copy of blueprints of what they are  
going to build. We check it to be sure it agrees  
with out building bylaws and zoning and so on and  
then we just issue them a permit to build.

Q No amount?

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(129)  
Alfred Hawkins - Robison Ex.

- 889 -

A No amount, no. In regard to the industrial plants, you might say that they generally tell us what they are going to do. They don't submit us detailed plans because they are very, very complicated plans and we have nobody, I don't suppose anybody available that could read them except a real competent engineer.

Q Who would know, who would know eventually and finally what those plans cost?

A Our assessor, he gets the figures from them on completion, of what that plant has cost them.

Q He will be able to give us that evidence tomorrow?

A Yes.

MR. COOK: You wanted it exactly, Mr. Robison, you wanted total figures, did you want it enumerated as to certain plants?

MR. ROBISON: I would like to have information on the cost, on the total cost of those plants. We have got information that the total assessment is forty million, but this can come out, Mr. Chairman, tomorrow. I would like the individual plants and the resulting total.

THE CHAIRMAN: May I take it that the examination of Mr. Hawkins, is concluded?

MR. GARSIDE: Mr. Chairman?

THE CHAIRMAN: All right, Mr. Garside, you take the first run and Mr. Hayes will take the second. There will just be one question you know?

MR. GARSIDE: Yes, sir.



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Alfred Hawkins - Garside Ex.  
Hayes Ex.

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THE CHAIRMAN: Not speeches.

MR. GARSIDE RE-CROSS-EXAMINES THE WITNESS:

Q Assuming that the City of Edmonton water plant and capacity is sufficient to supply the refinery areas, is it not a duplication of expense for the municipality to go west of the City of Edmonton and provide its own water plant and power plant and so forth?

A We think so, yes, but the City refused to give us any more water. That has forced us into this thing, we went to the City for an extension of our contract to get more water and they turned us down, so we had to look another way.

Q Have you any reason to say why they turned you down?

A They turned us down, I believe the actual wording was that until the findings of this Commission were in. We have no idea how long that will be and I don't think we can wait, we have got to get started.

Q So that the answer of the City was to wait and see what the Commission did, so as to avoid this expense, perhaps?

A I don't know, that's the reason they gave us.

MR. HAYES: Mr. Chairman, I have two questions.

MR. HAYES EXAMINES THE WITNESS:

Q You are rich in your municipality, or at least, we have assumed that, and I notice your financial



and have of it as well as to avoid this

of the same, but a few more will be given.

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(131)  
Alfred Hawkins - Hayes Ex.

- 891 -

Q (Cont.)

statement last year, you actually had a deficit, expenditures were over your receipts?

A I am sorry, I haven't got it.

Q The figure is here, \$13,482.50 but since -- it's on your revenue sheet.

A I got it here too.

Q That's the figure, isn't it?

A Yes.

Q \$13,482.50, that's your deficit in 1953?

A Yes.

Q The other question is: in speaking about the increase in your assessment and the benefits that would accrue to the other parts of the district, let us assume for a moment, and we are doing a lot of assumption in this, let us assume for a moment that your assessment in 1954 was up, we will say, your industrial assessment up to \$30,000,000.00, and you suddenly by some process lost half of it, but you had reported to the schools on your total assessment, would the balance not be liable for the total amount of that assessment on the following year?

A That is correct, that is correct.

Q You might say that is quite a liability?

A That's right. We are responsible to the assessment to the value of the requisition to the value of our previous year's assessment.

MR. DAVIES: Mr. Chairman, I would like, before we close,

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Alfred Hawkins - Davies Ex.

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MR. DAVIES: (Cont.)

to ask Mr. Hawkins a much lighter question. Namely,  
Mr. Hawkins, have you ever read that famous book  
by George <sup>Barr</sup> McCutcheon called "Brewster's Millions"?

A I have heard about the book, I am sorry, I have  
never read it.

Q Or, have you seen the picture, because if not, I  
suggest that you should between now and November.

A I would suggest it is not necessary to read the  
book.

THE CHAIRMAN: I was about to assume following Mr.

Hayes saying that we are making many assumptions,  
I was about to assume that Mr. Hawkins might now  
be excused, stand down until November.

A Thank you.

THE CHAIRMAN: Is there any objection to that?

MR. ROBISON: We might want --

THE CHAIRMAN: We will recall him.

MR. ROBISON: You will be here?

A If the assessor is going to be here tomorrow, I  
would like to stay in the office and get some work  
done. I am within ten minutes of here if you would  
call me, I could come over right away.

THE CHAIRMAN: I think that's good enough, Mr. Robison.

MR. ROBISON: All right.

THE CHAIRMAN: Mr. Hawkins, I would like to associate  
myself with what Mr. Robison said; we have found  
you co-operative and helpful. Thank you very much.

A Thank you.



(133)  
Adjournment.

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THE CHAIRMAN: We stand adjourned. I should perhaps say for you, Dr. Willis, tomorrow morning at ten. You have, I think we can assure you that you won't be kept waiting tomorrow. That to be followed by the statements of the Chamber of Commerce of West Jasper Place and the Taxpayers Association. We shall have a field day tomorrow morning with West Jasper Place, so, Mr. Housley, I can't say how long it will take us dealing with these problems arising from West Jasper Place, but the individual presentations will follow right after that.

(At this point the Commission stood adjourned until ten a.m., 21st October, A.D. 1954).









